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ABSTRACT

The emphasis in this annotated bibliography is citizen participation in education in the areas of decision making, policy development, and school governance. The focus is on the public school and school system rather than on private and parochial schools. One hundred fifty books, parts of books, and published reports are annotated, together with 250 periodical articles. Material was culled from searches of "Education Index," "Readers Guide," and the ERIC files. The references are arranged in 10 sections: Theoretical Background, Community Action, School Problems, School Politics, Community Control and Citizen Advisory Committees, Community Schools, Administration and Accountability, Guides for Citizens, Bibliographies and Books, and Dissertations (a listing without annotations). (JA)

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PREFACE

Citizen Participation in Education: Annotated Bibliography was published as a Working Paper of the Center for the Study of Education of Yale University's Institution for Social and Policy Studies. Copies of this publication are also being distributed by the Institute for Responsive Education (IRE) with the consent of Yale University.

The Institute for Responsive Education, a non-profit, tax-exempt organization, was created to study and assist the process of citizen participation in educational decision making. Beginning its activities in the fall of 1973, the Institute's program will include the following:

1. A comprehensive national survey of current programs and practices to determine the location and characteristics of outside-the-system citizens groups working for school improvement and inside-the-system participatory mechanisms such as school councils and neighborhood school boards.

2. A study of the potential of the utilization of corporate talent and financial support for citizen-initiated, citizen-led school reform efforts in local communities.

3. Studies of various models of participation in educational decision making.

4. Publications, including a quarterly report, Citizen Action in Education, and materials for citizens groups and school councils.

5. Evaluation and training activities related to citizen participation in decision making.

Don Davies, a Fellow in Social Science in the Center for the Study of Education, is Director of the Institute for Responsive Education. He plans to revise and update this bibliography biennially and will welcome reactions and suggestions from those who use this publication.

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ACKNOWLEDGMENTS

Nearly all of the annotations were written by six Yale University students: Howard Dobin, senior; Lisa Goldman, senior; Thomas Fitzpatrick, now a first-year student at the New York University Law School; Jeffrey Kilbreth, senior; Carlos Loumiet, now a first-year student at the Yale Law School; and Robin Mower, senior. These students read a vast amount of material and advised me on the relevance and quality of what they had read. They prepared the annotations for most of the references chosen for inclusion. They are a diverse and extraordinarily talented group of young men and women, without whose efforts this bibliography would not have been possible. Mr. Loumiet served effectively as administrative assistant and coordinator of the students' work. Another former Yale student, Karen Kleeman, now a first-year student at the UCLA Medical School, did much of the initial searching of periodical indexes and prepared abstracts of some of the most significant books and reports.

Technical editing of the manuscript was done skillfully by Mrs. Anne Lindbeck of Hamden, Connecticut. Mrs. Elizabeth Sharp, Assistant to the Chairman, Center for the Study of Education, provided valuable advice and assistance with the preparation of the manuscript. Typing and proofreading were done by Ms. Ruth Jansson.

Funds for preparing and publishing the document were provided by The Ford Foundation, the Yale University Center for the Study of Education, and The Edna McConnell Clark Foundation.

INTRODUCTION

"Citizen participation in education," is not one but many topics. The phrase itself is a proxy for a wide range of ideas, programs, issues, and mechanisms that touch nearly every aspect of educational policy and politics. The widespread use of the phrase, as nebulous and multifaceted as it is, reflects a great upsurge of activity, discussion, and controversy in the past few years about new roles for students, parents, and citizens in school programs and school governance.

This upsurge of interest and activity is the main motivation for this bibliography. It is designed to be a helpful tool for those who are involved in or concerned about the citizen participation process and seek to study, understand, and encourage or provide leadership for it.

It is our hope that the publication will be of practical use to a wide variety of people:

- -- students and scholars in the social sciences and education
- -- parents and citizens who are, or seek to be, involved in school affairs
- -- members of organizations working on school problems and issues
- -- school administrators and teachers
- -- local, state, and federal government officials and legislators facing policy decisions about citizen participation.

This diversity of intended audience dictates a diversity of material, ranging from the highly theoretical to the very practical, from scholarly analyses to policy recommendations to program descriptions.

Focus

The focus in the publication is on citizen participation in relation to elementary and secondary schools, ruling out, for the most part, both the postsecondary and preschool levels. The emphasis is on participation in decision making, policy development, and school governance, rather than on individual participation in schools as volunteers, tutors, teacher aides, or the parent's role as a teacher of his or her own children in the home. The focus is on the public school and school system rather than on private and parochial schools, although some attention is given to alternative schools outside the public system and to proposals for parent-choice such as voucher and family payment plans.

There is a large body of literature dealing with student rights, student government in the schools, participation of students in educational decision making, and the many facets of the activist student movement of the 1960s. This material is not included, for to have done so would have made the task of preparing the bibliography unmanageable within the limits of time and resources available. However, many of the items included do give some attention to the important roles that students can play in school governance.

A number of other potentially relevant topics were excluded on the same grounds: work-study programs and other forms of vocational preparation utilizing community resources; desegregation (except for a few references that relate directly to decentralization and community control issues); school finance; general books and textbooks about school administration and management; books and materials about curriculum, curriculum planning, and innovative approaches to teaching and learning; parent-teacher conferences; the techniques of public relations for school systems; the training of parents to be better parents; teacher recruitment, selection, and preparation; teacher roles and teacher organizations (except in relation to parent and citizen participation in decision making).

A limited amount of significant material is included on the process of citizen participation in fields other than education and on political history and theories relevant to participatory democracy. Many of the books and articles dealing with history and political theory have bibliographies which will guide those interested in more extensive exploration of reading in the theoretical underpinnings of the topic.

There is a large amount of materials available about "free schools," "alternative schools," "schools without walls,"--many of which were created largely by parent initiative and many of which involve students, parents, and other community residents in school governance. However, only two books (Jonathan Kozol, Free Schools and Tim Parsons, Alternative Schools) and a sprinkling of articles on this topic are included. Kozol's book includes a good bibliography and a listing of sources of information.

For the most part, mimeographed reports and position papers, studies by individual schools and school systems, or organizations, have not been included. These materials, which are usually mimeographed and sometimes out-of-print, are not readily accessible.

Heavy emphasis is placed on material published since 1965, although a representative sample of earlier works and articles is included.

Annotations of unpublished theses and dissertations are not included. However, there is a listing (in section 10) of approximately 200 dissertations taken from Dissertation Abstracts International. These were selected on the basis of the seeming relevance of the title and a scanning of the abstract. The reader wishing to pursue any of this unpublished dissertation material is directed to the aforementioned Abstracts.

Selection Process

There are about 150 books, parts of books, and published reports annotated in the bibliography and some 250 articles from periodicals. This represents only a small percentage of the material that might have been included, even after the topic was narrowed and many potentially relevant areas excluded. The criteria for selection were the relative usefulness, significance, and quality of the material. The decisions on what to include

and exclude were made arbitrarily by the editor, with recommendations coming from members of the reading and annotating group. Undoubtedly, many good and useful books and articles were passed by, but I believe that the usefulness of the bibliography would not be increased (and might very well be decreased) by adding more material. As it is, much of the material is repetitious and the user can safely be quite selective within any one of the categories.

The process of identifying "candidates" for inclusion included the following steps.

1. A complete search of the Education Index and Readers Guide from 1953 through July 1973 for relevant articles and book reviews.
2. A search of the Humanities and Social Science Index since 1968.
3. Review of most of the items included in the 1970 "Bibliography on School Decentralization and Community Control," published by the Institute for Community Studies, Queens College and of several other relevant bibliographies.
4. A search of the book listings in Education Index and of relevant categories in the card catalogue of Sterling Library at Yale University.
5. A computer search of the Educational Resources Information Center (ERIC) files.

Organization

The annotated references are arranged in nine sections. There is considerable overlapping among the categories. Some don't fit well in any and have been placed arbitrarily. Each section after the first includes a list of some important cross references to previous sections. The books, articles, and reports are integrated and arranged alphabetically by last name of author, in the case of unsigned material, by title.

Section 1, "Theoretical Background," includes a small sampling of relevant theoretical background material; history, social and political philosophy and theory, and sociology.

Section 2 is entitled "Community Action." It includes material on community organizing and development, federally funded anti-poverty programs, neighborhood government, and client participation in decision making in service institutions other than the school.

Section 3 has the general heading "School Problems." It encompasses analyses and criticisms of urban education, school systems, and educational policies; and a number of proposals for reform that relate especially to parent and citizen participation. Several notable commission reports such as the Fleischmann Report and the Urban Education Task Force Report are also listed in Section 3.

Section 4 is labeled "School Politics," and has material on school district organization, decentralization, the politics of local school systems

and decision making in the schools. A large number of references deal with the New York City controversies about decentralization and community control since 1967. There is inevitably considerable overlapping between Sections 4 and 5.

Section 5, "Community Control and Citizen Advisory Committees," lists works on citizen advisory committees, community control, and community participation in federally funded education programs.

Section 6, "Community Schools," contains a very limited number of references selected from a vast amount of available literature about the "community school" and "community education" movements, as exemplified by the Mott Foundation supported projects and other similar efforts based on the idea that the school should be a community center and a community resource.

Section 7, "Administration and Accountability," focuses on those references about school administration and management as it relates to citizen participation; measuring public opinion; the accountability concept; voucher plans; and the ombudsman idea in school systems.

Section 8, "Guides for Citizens," is limited to guides and manuals, primarily those written for parents and citizens.

Section 9 contains a listing of a few particularly useful bibliographies and books with good lists of references.

A final part, Section 10, "Dissertations," provides a listing without annotations of doctoral theses which are abstracted in Dissertation Abstracts International.

A few items are listed which are available only through ERIC. These can be purchased through the ERIC Document Reproduction Service (EDRS), P.O. Drawer O, Bethesda, Maryland 20014, or can be used in those libraries or agencies which subscribe to the ERIC materials.

Nature of the Annotations

The annotations in this volume are not abstracts or summaries. In most, we attempted to provide a substantive guide to the contents of the work, citing some of the author's major ideas, opinions, or findings and noting some of the major subjects dealt with. In general, the works we considered most significant have longer annotations. We did not attempt to prepare critical reviews, but did not hesitate to express opinions about the significance or quality of the material read, wherever such opinions seemed to be warranted and helpful to the user. The diverse style and biases of the individuals' doing the reading, writing, and editing are reflected both in the choice of the material included and in the content of the annotations.

Most of the references included are favorable either in a general or specific

way to the concept of an increased role for parents and other citizens in educational decision making. We see the major audience for the publication those people who have some positive interest in the participatory process. However, a diversity of viewpoints was sought, particularly in those areas of great controversy such as urban school district decentralization and community control.

Suggestions for material to be added and for revisions in the present material are welcomed and will be considered for the second edition of the bibliography.

A GUIDE TO SELECTIVE READING

The author believes that some of the works which follow are of special merit and usefulness. We want to call these to the attention of users whose time for exploratory reading may be limited. If this were a Michelin Guide, the following books and articles would deserve one or more stars. These "ratings" are solely the responsibility of the principal compiler of this bibliography. They are based on his own judgment, using criteria of usefulness, interest, provocativeness, and quality.

Section 1

Cremin, Lawrence. The Transformation of the School.

Cronin, Joseph. The Control of Urban Schools.

Gittell, Marilyn and Hevesi, Alan. The Politics of Urban Education.

Katz, Michael B. Class, Bureaucracy, and the Schools.

Sarason, Seymour B. The Culture of the School and the Process of Change.

Section 2

Alinski, Saul. Rules for Radicals.

Altshuler, Alan. Community Control.

Arnstein, Sherry. "Eight Rungs on the Ladder of Citizen Participation."

Hallman, Howard W. Neighborhood Control of Public Programs.

Hunt, Gerald. A Guide for the Formation and Effective Functioning of Citizen Health and Mental Health Advisory Committees.

Yates, Douglas. Neighborhood Democracy.

Yin, Robert K. et al. Citizen Organizations: Increasing Client Control Over Services.

Section 3

Fantini, Mario. "Options for Students, Parents, and Teachers: Public Schools of Choice."

Gittell, Marilyn. Educating an Urban Population.

Haubrich, Vernon F. Freedom, Bureaucracy, and Schooling.

Koerner, James. Who Controls American Education?

Riles, Wilson. Urban Education Task Force Report.

Schrag, Peter. Village School Downtown.

Section 4

Berube, Maurice and Gittell, Marilyn. Confrontation at Ocean Hill-Brownsville.

Carter, Barbara. Pickets, Parents, and Power. The Story Behind the New York City Teachers's Strike.

Cohen, David. "The Price of Community Control."

Gittell, Marilyn. Participants and Participation.

Gittell, Marilyn. Six Urban School Districts.

Kristol, Irving. "Decentralization for What?"

LaNoue, George R. and Smith, Bruce L. R. "The Political Evolution of School Decentralization."

Rogers, David. 110 Livingston Street.

Rubenstein, Annette. Schools Against Children.

Saliterman, Gail. "Participation in the Urban School System."

"School Decentralization: Legal Paths to Local Control." Georgetown Law Review.

Wasserman, Miriam. The School Fix.

Wirt, Frederick, and Kirst, Michael. The Political Web of American Schools.

Section 5

"Community Parity in Federally Funded Programs."

Falkson, Joseph L. and Grainer, Marc A. "Neighborhood School Politics and Constituency Organizations."

Fantini, Mario et al. Community Control and the Urban School.

Firestone, William. "Community Organizations and School Reform."

Hamlin, Herbert M. Citizens Committees in the Public Schools.

Hamlin, Herbert M. Citizen Participation in Local Policy Making for Public Education.

"Interview with Albert Shanker." Urban Review.

Jacoby, Susan. "The Making of a Community School."

Levin, Henry M. Community Control of Schools.

Morgan, Frank W. "Vermont's Community Involved 'Open' School."

Parsons, Tim. Community School Movement.

Rosenthal, Alan. Governing Education.

Stearns, Marian Sherman et al. Parent Involvement in Compensatory Education Programs.

Section 6

November 1972 issue of the Phi Delta Kappan.

Section 7

Friedman, Milton. "The Voucher Idea."

Mann, Dale. "A Principal's Handbook for Shared Control."

Wynne, Edward. The Politics of School Accountability.

Section 8

Kozol, Jonathan. Free Schools.

Lurie, Ellen. How to Change the Schools.

"Title I in Your Community."

Section 9

Bibliography on School Decentralization and Community Control.

Jackson, Kathleen. "Annotated Bibliography on School-Community Relations."

Section 1: THEORETICAL BACKGROUND

Berger, Michael L. "Community Control of Schools: The Rural Precedent." Contemporary Education 43, No. 6 (1972) 309-13.

Berger traces the antecedents of current movements for the community control of schools back to the 1920s rural movement for consolidating schools, noting the similarity of the theoretical underpinnings of the movement in the 1920s and those now current.

Charters, W. W., Jr. "Social Class Analysis and the Control of Public Education." Harvard Educational Review 23 (1953) 268-83.

Charters discusses how social stratification in general and the "dominant class or classes" affect administrative and policy-forming aspects of the school. Suggesting that the "dominant class" theory of educational control or hegemony must be tempered by an appreciation of growing professional independence, he argues for balance between professionalism and community control of schools. An understanding of outside-school forces (such as the "class" nature of local boards) must be seen in the context of rising professional and bureaucratic-organizational imperatives. No one point of view is adequate to explain the social forces operating on the schools, nor capable of explaining the differences among schools.

Clark, Terry N. "Community Structure, Decision-Making, and Public Policy in 51 American Communities." In Cities and Suburbs: Selected Readings in Local Politics and Public Policy, Bryan T. Downes, ed. Belmont, California: Wadsworth Publishing Co., 1971.

The author constructed an index of centralization--a comparative measure of centralization of power in a community they based on 1) participation: the larger the number of actors involved in community decision making, the greater the decentralization; and 2) overlap: the less similar the cluster of actors in one issue area to those in adjoining areas, the greater the decentralization. The author then attempted to correlate centralization and a variety of community variables.

His results were:

1. The larger the number of inhabitants in a community, the more decentralized its decision-making structure. Size per se was not the critical variable, but rather the accompanying differentiation in the entire range of community institutions.
2. The more diverse the economic structures within a community, the more decentralized the decision-making structure.
3. The higher the degree of industrialization in a community, the more centralized the decision-making structure.
4. For fragile decisions, the more decentralized the decision making-structure, the lower the level of output. In decentralized communities, small discontented groups were much more likely to find a sympathetic ear in at least one of the community's leaders. A weak

government, which must govern with the active participation of many supporting groups, is, therefore, more likely to have trouble carrying out fragile decisions.
5. For less fragile decisions, more centralized decision making structures produce a lower level of output.

Cohen, Sol. Progressives and Urban School Reform: The Public Education Association of New York City, 1895-1954. New York: Bureau of Publications, Teachers College, Columbia University, 1964.

This book provides the beginnings of an understanding of the impact of progressivism and reform on the New York City schools. By looking at one of the foremost champions of reform, the Public Education Association, Mr. Cohen is able to point out the fundamentally political nature of progressivism. His documentation of the links between school reform movements and municipal reform movements puts progressivism in education into a helpful perspective. It is only with this kind of perspective that PEA demands to keep politics out of the schools can be understood.

Cohen's contention is that the PEA's main concern from 1914 to the time the book was written was the preservation of social order and social stability. These concerns explain the upper-class composition of the organization, its conception of the school as a legatee institution with responsibility for the prevention of juvenile delinquency and social maladjustment, and perhaps, most importantly, the organization's tendency to work with the professionals it was so instrumental in putting into power rather than to continue its role as muckraking citizen's advocate.

This book, therefore, is not about citizen politics in the general sense, nor about parent and community participation in the schools. It is a book about how the elite organized itself into a vigorous interest group capable of exerting tremendous pressure on the schools of New York City. It is also a contribution to the difficult task of separating honest fears from misguided solutions, and genuine humanitarian ideals from class-based notions of social control. At all times, it is the story of how the transformation of the schools took place, with increasing professionalism of school administration and erosion of popular democratic control. In general this book places the ideals of a child-centered pedagogy and progressive concern for educational reform in their political context, amidst the competing visions of the oligarchical elite and Tammany Hall.

Cordasco, F. "Leonard Covello and the Community School." School and Society 98 (1970) 298-99.

Covello was one of the twentieth-century pioneers in community schools. During his long tenure as principal of Benjamin Franklin High School in East Harlem, New York, he designed a community-oriented program which was a paradigm of its kind. The article examines both his philosophy and his career.

Corwin, Ronald G. A Sociology of Education. New York: Appleton-Century-Crofts, 1965.

This is an overview, with the author's supplements and emendations, of sociological work on educational systems. Corwin's focus is on the functioning school system; the substantive materials of the book are broadly organized around the concepts of class, status, and power. Chapters eleven and twelve, "The School in its Power Environment" and "The School's Response to its Power Environment," are particularly germane to citizen participation. Corwin explores the disparity between legal authority or power, on the one hand, and social power or the de facto use of power, on the other hand. He discusses the role of pressure groups and who actually governs the community. Bibliographies provide leads for a more extensive reading of the literature of the sociology of education.

Counts, George S., et al. The Social Foundations of Education. Report of the Commission on the Social Studies of the American Historical Association, Part 9. New York: Charles Scribner's Sons, 1934.

Surveying American society from the time of its definite organization through to his own time, Counts sets out to synthesize, with the help of contemporary social sciences, the relevant ideas for a basis for enlightened educational planning. His presumption is that education is always a function of time, place, and circumstance and that the design of any educational theory or practice should begin in the light of the character and controlling ideas and values of the particular society to be served.

The parts particularly germane to any broadly-based examination of citizen participation in America are chapter one, "Democratic Tradition," in which Mr. Counts explores that tradition as one of the three basic conditioning forces in the development of American civilization, and the section entitled, "Philosophy and Program," in which he struggles with the task of formulating an educational philosophy for America in the light of his own findings.

Covello, Leonard. "Neighborhood Growth through the Schools." Progressive Education 15 (1938) 126-40.

Leonard Covello, one of the pioneers of community education in the United States, worked vigorously and successfully to encourage citizen participation in the school during his years as principal of the Benjamin Franklin High School in East Harlem. In this article he details at length his experiences at that high school and expounds his reasons for favoring community education. The article not only describes the steps taken to this end, but presents the underlying tenets that moved Mr. Covello to act. Many of these tenets remain viable.

Crain, Robert L., and Vanecko, James J. "Elite Influence in School Desegretation." In City Politics and Public Policy, James Q. Wilson, ed. New York: John Wiley and Sons, 1968.

The authors found that the image of an economic elite reigning over important community decisions does not fit the pattern of school desegregation seen in eight Northern and Western city school systems. The school boards decided the issue independently of political forces. Their decisions depended on what the members' backgrounds were (liberal or conservative) before they came to the school boards.

Cremin, Lawrence A. The Transformation of the School, Progressivism in American Education, 1876-1957. New York: Alfred Knopf, 1962.

This seminal work marked the beginning of the reexamination of American educational history. While many books have gone beyond Cremin in specific areas, none seem to have covered the scope of materials and issues that Cremin has. Cremin situates progressivism in education in the heart of the progressive movement as a whole. The intellectual currents of the time--science, Darwinism, and an infinite faith in human potential--all contributed to the development of the schools, and Cremin weaves the intellectual and socioeconomic threads together masterfully. The book's greatest contribution, however, may lie in its explanations and speculations concerning the demise of progressivism after World War I. While the pre-1917 world is well covered, the postwar development of the "progressive impulse" presents greater problems for historical analysis.

Cremin's largely successful attempt to find the roots of competition, differentiation, specialization, and professionalization within the rationalization movement and his understanding of the demise of the democratic impulse in education are among the most interesting points. The overall historical sweep of his analysis remains the best introduction to the history of modern American education. The radicalism of early prewar progressivism flowed into a more cautious individual-centered progressivism in the twenties, a movement concerned far less with social reform than with individual education and peace with capitalism. The book provides an unusually valuable background for more specific reading about citizen participation in the schools.

Cronin, Joseph M. The Control of Urban Schools: Perspectives on the Power of Educational Reformers. New York: The Free Press, 1973.

This interpretive history of the last century of urban school reform, which concentrates on governance and actual power within the system, traces the city school board as a governance structure from the beginning of centralization, 1850-90, through the reorganization movements of the 1890s and the era of efficiency, the first two decades of this century. He examines the subsequent quest for stability in governance, ending with World War II, and attempts since the war to curb the power of the mayors. This blends into attempts in the last

decade and a half to return control to the community.

In the light of this historical experience, Cronin evaluates proposals for urban school reform. He suggests recent reformers favored either community control (smaller units with considerable autonomous power) or, on the other hand, larger units such as metropolitan school districts. In between lay the "federation model," or "two-tier" system of governance. After analyzing the difficulties facing each of these divergent approaches, Cronin notes that current tensions result, first, from the development of political insulation of school bureaucracies and a recent militancy on the part of staff groups and second, from the civil rights movement and subsequent minority group pressures. Cronin closes with his own recommendations for state-level actions and projections for the future, especially 1) the addition of other levels of government (particularly higher ones) to the local level of governance and 2) mounting parental pressure on the school systems to dissolve the political insulation of teachers. Cronin stresses the probability of some form of voucher system as a result, instead of decentralization.

Much of the data comes from fourteen large city school systems, each of them, as of 1964, a member of the Great Cities Research Council for School Improvement. The book is immensely valuable as a foundation for understanding the current structure of power in urban school systems.

Gentis, Herbert. "Towards a Political Economy of Education: A Radical Critique of Ivan Illich's 'Deschooling Society.'" Harvard Educational Review 42, No. 1 (1972) 70-96.

Gentis disagrees with Illich's comsumption analysis of the economy, society, and education. While agreeing with the analysis of commodity fetishism, Gentis offers an approach emphasizing the production orientation of society which maintains present educational aberations as necessary preconditions for maintenance of capitalist social relations. In other words, the schools are not guilty of 'manipulative socialization' nor of forcing people into certain values and ideas. Schools are simply one link in the chain; any real change in the schools will have to situate educational socialization in the context of broader capitalist social relations. This article is an extremely well-written and thought-provoking Marxist analysis of the position of schools in the broader society. It is an easily read and useful critique and rebutal of Illich's call for an end to schools.

Gittell, Marilyn, and Hevesi, Alan, eds. The Politics of Urban Education. New York: Frederick A. Praeger, 1969.

This extremely rich book successfully attempts to give both the theoretical and historical background necessary to an understanding of the current dispute over the reform of urban educational structures and institutions. The twenty-five articles, including documents, theoretical polemics, and case studies, make use of the various

insights of philosophy, economics, political science, and sociology. Viewing the controversy over community control and decentralization as the logical result of the utter failure of real integration, the authors consider why meaningful reform does or does not take place. The case studies are particularly useful as attempts to view an entire urban political process in the context of education. While making a reasonable effort to present both sides, such as in the Ocean Hill-Brownsville controversy, the book is clearly concerned with situating and explaining the demand for community control. The weight of the evidence argues for a balancing of professionalism with community participation.

Some of the general premises of the book, as enumerated in Fantini's essay, "Community Participation," are:

1. Public education is failing.
2. Public education is a government function and responsibility.
3. Public education generally trains and evaluates children by white, middle-class standards.
4. Public education cannot, by definition, be limited, even de facto, to those children responsive to such standards.
5. The public has the right to determine educational policy and to hold the professionals accountable for its implementation.
6. The urban crisis is inextricably linked to the crisis of urban education. Both are fundamentally political issues.

Similarly, there are these advantages involved in the development of community participation, which, though largely political, are also seen as solutions to many of the difficult problems of education per se:

1. For the parents, a tangible grasp on the destiny of their children and an opening to richer meaning for their own lives.
2. For professionals, surcease from an increasingly negative community climate and, more positively, new energies and allies in their task.
3. For the children, a school system responsive to their needs and abilities, resonant with their personal style and affirmative in its expectations.

The potential inefficiencies, local rivalries, conflicts, and parochialism involved in community control are seen as being effectively dealt with only when people are moved outside their alienated and apathetic roles into positions of real responsibility and public debate. The ultimate value of participatory democracy in education may lie in its general attack on elitist professionalism, conformity and human channeling. The authors appeal for schools to stop selecting people out and begin maximizing human potential, which may be the ultimate lesson of the post-1954 era in education.

Of particular interest are these papers:

James, Walker, "A Critique of the Elitist Theory of Democracy" (annotated seperately)

Crain, R. L., and Street, D. "School Desegregation and School Decision-Making"

Gittell, Marilyn, and Hollander, T. Edward, "The Process of Change:

Philadelphia"
Rogers, David, "Obstacles to School Desegregation in New York City"
Schrag, Peter, "Why Our Schools Have Failed"
Fantini, Mario, "Community Participation"
New York Civil Liberties Union, "Burden of Blame: Report on the Ocean Hill-Brownsville School Controversy" (annotated seperately)

Green, Thomas F. "Schools and Communities: A Look Forward." Harvard Educational Review 39, No. 2 (1969) 221-52.

The author attempts to look at the possible future relations between "schools" and "communities," between "professionals" and "citizens," and generally between "educational change" and "social change." He analyzes the forces of continuity in our present urban educational world and suggests that the question can not be, "Dare the schools build a new social order?" because they will not be able to; but rather that it must be "Dare the social order build a new system of schools?" The answer is not optimistic, but at least it is, for Green, the right question.

Greer, Colin. The Great School Legend. New York: Basic Books, 1972.

This detailed history focuses on the relationship between the American schools and society's structures and goals. The author debunks the foundation legend of American schools—the assumption that education through the schools has been and is the route out of poverty, effective and accessible for all. Greer emphasizes the purely rhetorical nature of this legend and discusses the reality of the school's relationship to social reform. He believes that a transformation of society could be possible through the schools if reality is faced and overblown rhetoric abandoned.

Katz, Fred E. "The School as a Complex Social Organization." Harvard Educational Review 34, No. 3 (1964) 428-55.

This article develops a theory of organization capable of explaining the school as a socializing organization.

Referring to Weber's work on bureaucracy and Durkheim's work on specialization and the division of labor, Katz talks about the divergencies within school organizations and the autonomy of groups inside them. The article uses a theory of autonomy (internal to the organization). Autonomy is juxtaposed against external autonomy—to develop a fuller understanding of the position of pupil, teacher, administrator, in the school and in the community as a whole. The final goal is to discover the optimal autonomy specifications required for a school to discharge its independent socializing function.

Katz, Michael B. Class, Bureaucracy and Schools: The Illusion of Educational Change in America. New York: Frederick A. Praeger, 1971.

As one of a number of recently published books by revisionist educational historians, this book should be seen in relationship to the broader work of William Appleman Williams, Gabriel Kolko, James Weinstein, Robert Wiebe, and Stephen Thernstrom. The school's primary historical function, for Katz, has not been to equalize society, but rather to socialize the children of the working class to be "orderly, industrious, law-abiding, and respectful of authority." He does not explain how or why the schools gained such unquestioned power over people's imaginations, but he does document how the schools mediated between the existing class structure and the various demands of industry at the expense of any serious social change.

Providing a useful historical background for proponents of citizen participation and community control, the book is particularly good in its discussion of the piecemeal development of bureaucracy, professionalism, and standardization of administration--and, perhaps more importantly, the rationalizations accompanying each step.

Katz, Michael B. "The Present Moment in Educational Reform." Harvard Educational Review 41, No. 3 (1971) 342-59.

In this article, adapted from the author's book, Class, Bureaucracy and Schools: The Illusion of Educational Change in America, Katz makes an historical analysis and comparison between progressivism and recent education reform. He analyzes paternalistic voluntarism, corporate voluntarism, democratic localism, and incipient bureaucratism as types of reform which have emerged historically in the sixties. He next focuses on the question of decentralization--its assumptions and conflicts with other aspects of radical educational thought. While feeling that community control can be developed so as to liberate teachers and students as well as communities, he sees no way to resolve the conflict over integration. Only centralized bureaucratic systems could achieve real metropolitan integration.

Kotler, Milton. Neighborhood Government: The Local Foundations of Political Life. Indianapolis: Bobbs-Merrill, 1969.

This short one-hundred page book is a thought-provoking argument for local neighborhood or community control of urban life. It does not focus on education or any single aspect of urban life, but rather sees localism as the most dynamic political force in American cities today. The development of the technological economy has made the traditional economic principle of political organization far more problematic than under the conditions of expansion characteristic of the economy from roughly 1860 to 1960. Too many of the people are outside the production process and the differentiation of the working class makes political organization highly unlikely.

Kotler argues for the older and more basic principles of political

organization, local control, and political liberty. The local nature of democracy, he believes, is clear; the question, of course, arises whether economic life can be integrated into this vision of extreme decentralism. Although the book is not a blueprint, it is a passionate argument for community control as a solution to what the author sees as the alienation, apathy, mindless expansion, and waste of an increasingly centralized and bureaucratized urban life.

Lineberry, Robert L., and Fowler, Edmund P. "Reformism and Public Policies in American Cities." In City Politics and Public Policy, James Q. Wilson, ed. New York: John Wiley and Sons, 1968.

The authors believe that city governments which are products of the Progressive reform movements of the early twentieth century behave differently from those with unreformed institutions, even if the socioeconomic makeup of the population is similar. Their hypothesis is that the relationship between socioeconomic cleavages and policy outputs is stronger in unreformed cities. In reformed cities, public policy is less responsive to demands rising out of social conflict and there is a decrease in the strength of minority groups. The authors believe this hypothesis to be strongly supported by their findings.

Ostrom, Vincent. "Education and Politics." In Social Forces Influencing American Education, Nelson B. Henry, ed. Sixtieth Yearbook of the National Society for the Study of Education, part 2. Chicago: University of Chicago Press, 1961.

What, Ostrom asks, are the proper relationships between an educational system and a political system in a democracy? In the course of an answer to this, he examines the conceptual foundations of both education and politics in man's cultural experiences and examines the interrelations of the educational and political systems in any society. Finally, in seeking a resolution for the problem of designing the government of education in a democracy, Ostrom assesses contemporary conditions in the politics of education; considers the basic assumptions in democratic theory on communication of information and knowledge in a political system, as they bear on the organization of an educational system in a democracy; and attempts to describe what constitutes proper and improper demands which educators and political decision makers might make upon each other.

Sarason, Seymour B. The Culture of the School and the Problem of Change. Boston: Allyn and Bacon, Inc., 1971.

Sarason examines the school's culture and the process of change, pointing out and illustrating the complexities and difficulties of the change process. The author uses previous attempts at change to illustrate

these complexities. He argues that any change agent must be in real communication with the various targets of change and that all changes should be followed through (or traced back) to their classroom endpoints. Sarason provides a richly drawn portrait of the roles, relationships and attitudes which make up a school's culture, effectively applying psychological and sociological theory to a particular social institution. While the book doesn't deal directly with citizen participation, it is a helpful resource of both theory and practical ideas for parents, citizens, and educators seeking to change the schools.

Walker, Jack L. "A Critique of the Elitist Theory of Deomcracy." In The Politics of Urban Education, Marilyn Gittell and Alan Hevesi, eds. New York: Frederick A. Praeger, 1969.

In this extraordinarily sharp analysis of the assumptions and implications of contemporary mainstream democratic theory, Jack Walker suggests that an elitist democratic attitude has developed in the twentiethcentury which assumes a popular apathy and, dependent on entrepreneurial political leaders, aims at the maintenance of social stability and continuity. He argues that the change in ideology is substantial, that the political effect is conservative, and that the transformation has been largely conscious—that there has not been just a slipping away from the classical view of democracy as a result of certain structural changes in an advanced, technological society.

The implications of this critique are clear, for it is an impressive exposition of how the theory of democracy has been transformed into a conservative doctrine, in which society is viewed in functionalist terms and in which democracy no longer stands for a process of self-government based on political consensus of an active majority, but rather for the leadership of the masses by the various interacting elites. If the author is right, political apathy will grow unless, as he believes, America rediscovers the original utopian vision of participatory democracy which placed the citizen at the center of the political process.

Welter, Rush. Popular Education and Democratic Thought in America. New York: Columbia University Press, 1962.

This thorough, extensive analysis of the idea of education in its essentially political applications and functions is not concerned with education in the narrow, limited sense of schooling, although this concept is included. The author defines education more cosmically as the acquisition of knowledge. The work consists of an esoteric, theoretical review of the historical, interrelated development of democratic thought and popular acquisition of knowledge in the American polity from the colonial period up to and including the 1930s.

While the book is not directly concerned with citizen participation, it is instructive and provides one with invaluable background information for understanding the underpinnings of modern American educational thought. Thus, while it would be of little use to anyone interested in the practical applications of citizen participation, it would be quite helpful to those individuals interested either in tracing the history of popular education (which, by definition, includes the role of the citizenry) or in seeking the foundations of modern theory.

Wood, Robert C. "A Re-examination of Local Democracy." In Democracy in Urban America, Oliver P. Williams and Charles Press, eds. Chicago: Rand McNally, 1961.

Wood analyzes the myths and foibles of democracy in a small town and concludes that, contrary to the popular belief, small towns are not conducive to exemplary participatory democracy. Despite the propinquity, intimacy, interdependence, and simplicity that usually mark small town life to a degree unmatched in the cities, the rustic system of government is not as equitable and idyllic as some might envision.

The reason for the disparity between reality and the utopian concept of small town democracy is that the small community does not construct a working democratic process because its spirit of fraternity proceeds on an expectation of essential unanimity, not disagreement. Thus, both dissent and the untrammeled pursuit of truth suffer, for the minority is often unwilling to voice its opinion and risk the social repercussions that might ensue. The very absence of anonymity discourages radical or unpopular suggestions.

Section 2: CITIZEN ACTION

Alinsky, Saul D. Rules for Radicals: A Practical Primer for Realistic Radicals. New York: Random House, 1971.

This book is exactly what it says it is--a practical primer in community organization. Alinsky starts from the way the world is and sets about organizing people to gain power and control over their own lives. He discusses what makes a good organizer, a good organization, and a good issue, and the relationship between them. He analyzes many of the difficult problems such as the age old ends-means question and communication between individuals with different interests and backgrounds. Throughout the book his vision of the dignity of the individual and the necessity of participation for the renewal of the democratic and creative spirit provide a steady inspiration. More importantly, Mr. Alinsky draws on his experience as the most successful community organizer of his generation to give concrete priorities, perspectives, and tools to future organizers.

Altshuler, Alan. Community Control: The Black Demand for Participation in Large American Cities. New York: Pegasus, 1970.

First of a series on the demand and need for greater citizen participation in American cities, Community Control focuses on the black community. Active citizen participation is seen as providing a base for long-term reform responsible not necessarily for quantifiable achievement but for transforming spirits and attitudes, which, in turn, affect achievement. Citizen participation is seen as enhancing the legitimacy of the system by having a tangible stake in the system. Education is not singled out for discussion; however, the many concrete examples make this one of the most useful and readable books on urban community control.

Arnstein, Sherry R. "Eight Rungs on the Ladder of Citizen Participation." In Citizen Participation: Effecting Community Change, Edgar S. Cahn and Barry A. Passett, eds. Praeger Special Studies in United States Economic and Social Development. New York: Frederick A. Praeger, 1971.

The author notes the ambiguity surrounding the phrases "citizen participation," "citizen control," and "maximum feasible participation," an exaggerated rhetoric generated in part because of the politically sensitive nature of extensive participation in power by the have-nots. As a starting point for a more enlightened perception of citizen participation and its difficulties, the author offers a deliberately provocative, admittedly oversimplified typology of citizen participation in the form of a ladder, each rung corresponding to a degree of citizen's power in determining plans or programs. The bottom rungs are 1) manipulation and 2) therapy. At this level the purpose behind the participation is not to make real participants out of citizens but to enable powerholders to educate or cure them. The next rungs involve tokenism - 3) informing and 4) consultation. Citizens may be heard

and their advice considered, but they lack power to ensure that their views will be heeded. 5) Placation is a higher form of tokenism where have-nots are allowed to more readily profer advice, but where they still cannot make final decisions. Finally, increasing citizen power is represented by 6) partnership, 7) delegated power and 8) citizen control.

The ladder is intended to illustrate the point that there are significant gradations of citizen participation. Ms. Arnstein stresses particularly the difference between an empty ritual of participation, devoid of power, and participation accompanied by real power to influence decision making. Her examples come from contemporary federal social programs, but she notes that the typology and the issues underlying it are common to other arenas as well, including public schools, in which "nobodies" are trying to become "somebodies" with enough power to make the target institutions responsive to their views, aspirations, and needs.

Bell, Daniel, and Held, Virginia. "The Community Revolution." Public Interest, No. 16 (1969) 142-77.

The authors trace the theoretical and political history of the movement toward community influence and decentralization, emphasizing New York City. They enumerate the types of community groups and organizations, the structure of many decentralized programs and projects, and the ideology of "participation." Community power and participation is seen, not as a political end, but as a possible beginning toward progress. However, much development of both theory and practice is necessary.

Biddle, William W. The Community Development Process. New York: Holt, Rinehart and Winston, 1965.

This book attempts to define and delineate the community development process: how it occurs, what comprises it, what factors influence it, who is involved, who benefits. The book functions on the premise that the community development process is subject to methodological research and analysis, that its component parts can be separated and identified, and that it follows a logical, structured pattern of behavior which can be documented. In other words, the author dissects the process and subsequently postulates certain hypotheses generally applicable to community development.

The work begins by presenting two case studies, one rural (involving a mining county in Appalachia) and one urban (involving a deteriorating neighborhood in a northern city). On the basis of these studies concepts are delineated and the process of community development is defined in such terms as to be applicable to a panoply of situations. The participatory process is then related to the intricacies of life in an urban area. Research methods are analyzed and the entire process is tentatively related to a variety of academic disciplines and professions. Also included is an exhaustive bibliography on community development.

While the book is not directly germane to citizen participation in education, certain of the hypotheses suggested can be extended to that area.

Blackwell, Gordon W. "Sociologist on School-Community Relations." Annals of the American Academy of Political and Social Science 302 (1955) 128-35.

This clear study of the sociological dimensions of a community, of the community organization movement in America as of 1955, and of implications of the combination of these two for school-community relations is most useful now for its sociological summary in the first four pages.

Bloomberg, Warner, and Rosenstock, Florence W. "Who Can Activate the Poor?" In Power, Poverty and Urban Policy, Warner Bloomberg and Henry J. Schmandt, eds. Urban Affairs Annual Reviews, Vol. 2. Beverly Hills, California: Sage Publications, 1968.

The authors discuss and evaluate the concept of "maximum feasible participation" of the poor in antipoverty programs and services. They pose both normative and practical questions concerning the policy of participation and provide several case studies of interventions by universities and groups (such as Saul Alinsky's Industrial Areas Foundation) to activate the poor. Programs in Milwaukee and West Virginia are evaluated, as well as the Community Action Training Center sponsored by Syracuse University.

It is not necessary, the authors contend, to raise the economic or social status of the poor in order to involve them in political activities; neither is it necessary to use protest and confrontation techniques. Instead, with a maximum effort by universities, agencies, and private groups, there is a real possibility for maximum involvement of the poor, a necessary step toward alleviating the problem of poverty and inequality.

Cahn, Edgar S., and Cahn, Jean Camper. "Maximum Feasible Participation: A General Overview." In Citizen Participation: Effecting Community Change, Edgar S. Cahn and Barry A. Passett, eds. Praeger Special Studies In United States Economic and Social Development. New York: Frederick A. Praeger, 1971.

The authors advocate the values of citizen participation generally in the United States, using particularly the experience of the implementation of the "maximum feasible participation" mandate of the Economic Opportunity Act of 1964. Extensive illustrative material is drawn from local experiences in citizen participation, supplying a foundation for a general theoretical advocacy. By citizen participation the authors mean specifically participation by the poor and by minority groups, and they write exclusively in these terms. A portion of their examples is taken from citizen participation in education.

The explicit framework for citizen participation in the article is the American democratic credo, founded upon individual rights and liberties. Within this framework, using the "maximum feasible participation" experience, the authors specify and explore a system of democratic values and rights they consider should be emphasized in attempts at citizen participation.

Cahn, Edgar S., and Passett, Barry A., eds. Citizen Participation: Effecting Community Change. New York: Frederick A. Praeger, 1971.

This collection of essays and articles sets forth theories, case histories, and discussions covering the development of citizen participation in the four or five years after the passage of the Economic Opportunity Act of 1964, which contained the "maximum feasible participation" mandate. It was orginally produced to provide a resource for training in the general area of community action.

The first part, by Cahn and Cahn, supplies a theoretical and philosophical discussion and analytical framework for the remainder of the material, which is grouped in two parts, "General Concerns Regarding Citizen Participation" and "Specific Issues in Resident Participation." For annotations of some of the most relevant articles, see: Arnstein, Sherry R. "Eight Rungs on the Ladder of Citizen Participation," Cahn, Edgar S., and Cahn, Jean Camper. "Maximum Feasible Participation: A General Overview," Saliterman, Gail, "Participation in the Urban School System: A Washington Case."

The Center for Urban Education. "Ways of Establishing and Funding Community Learning Centers," (mimeographed final report). New York, November 30, 1971.

This publication is a report of programs and projects initiated and administered by the Center for Urban Education in New York City. All of the programs were devoted to the goal of increasing parent awareness, interest, and participation in their children's schools and to develop community leaders to work with citizen groups and the schools. The projects include community learning centers, educational leadership development programs, and workshops for parents, all in New York City's black and Puerto Rican areas.

The paper contains both progress reports and evaluations of these programs. According to the assessments, all of the programs have been moderately successful in the education and training of local community residents to take a more active role in the education of their children. The community learning center represents a significant model for community organizing and training.

Charnofsky, Stanley. Educating the Powerless. Belmont, California: Wadsworth Publishing Company, 1971.

In this impassioned discussion of education for children from backgrounds culturally different from the dominant culture or norm in the United States, the author assumes that before success in education can be experienced children of cultural diversity must begin to feel the power that comes from education supporting and reinforcing the value of their own ideas and feelings and the cultural heritage and membership in their own group. Chapter five, "Power, Politics, and the Poor," touches on community participation in education in the course of discussing meanings of cultural integration.

"Citizen Participation in Urban Renewal." Columbia Law Review 66, No. 3 (1966) 485-607.

This article reports on a massive study of citizen participation as it existed at that time in urban renewal, attempting to discern elements within the renewal scheme that retard, or can be drawn upon to promote, citizen involvement in the renewal process. Part of the base for the study comes from extensive interviews, usually with renewal officials and participants in citizen activity, in eight large cities. This has value in the context of citizen participation in education because it offers detailed discussion of forms and methods of participation; in addition, it might serve as a model for a similar study of citizen participation in education.

Clark, Kenneth. Dark Ghetto. New York: Harper and Row, 1965.

Dark Ghetto is a study of problems of black ghetto communities, written for the general public. It originates from a report of the Harlem Youth Opportunities Unlimited (HARYOU) program. The author writes of the problems of living in a ghetto--Harlem, specifically--with the authority and vulnerability of personal experience. He recognizes his personal bias in the subject, however, and emphasizes that his goal is to understand the "human predicament."

Citizen participation discussed in Dark Ghetto includes the Civil Rights organizations, the demonstrations, sit-ins and boycotts of the Civil Rights movement. The boycott is considered briefly as an efficient tactic for protest in education (p. 209-10). The section on grass roots activity includes concrete details for citizen participation within the community.

Clark, Kenneth B., and Hopkins, Jeannette. A Relevant War Against Poverty. New York: Harper and Row, 1969.

This work represents the results of a study sponsored by the Stern Family Fund and began in 1964 to explore community action projects

systematically. Questionnaires were sent to 131 projects and to a list of 80 civil rights organizations in selected cities across the nation. In addition, programs in 12 cities were observed directly, and interviews, field investigations, and content analysis of newspaper reports were used.

The study, intended to clarify what works and does not work in the field of community action, contributes substantially to the development of theories of social power and social change. Although it has certain limitations, in that political officials were not interviewed, in that certain cities with important community projects were neglected, and in that in certain cases surveys of the poor were not conducted, the work is extremely informative and achieves its most specific goal: to assess in depth a wide variety of community programs and contribute the knowledge so gleaned to the possibility of improving such efforts.

Ecklein, J. L., and Lauffer, Armand. Community Organizers and Social Planners. New York: John Wiley and Sons, 1972.

This case book of illustrative studies of community organization and planning has several theoretical chapters concerning the philosophy of community social work and how-to-do-it advice. A thorough discussion of the roles and tasks performed by community organizers and social planners is presented as well as the theoretical framework upon which the affirmative objective of community action is based. The authors view participation at the community level to be necessary to overcome the distance between centralized policy making and the people those decisions affect, to promote the ideals of human dignity and to combat alienation in modern society. The goal of community development should be to enhance the political power and options of disadvantaged areas through providing information, guidance, and services to the people of the community.

None of the case studies reviewed in the book relate directly to the schools. However, the theoretical chapters may prove helpful both to professionals planning interventions in a community and to citizens interested in organizing to influence the schools.

Freeman, Linton C. Patterns of Local Community Leadership. New York: Bobbs-Merrill, 1968.

Although this study of community leadership has little direct relation to the question of community control of education, it can be helpful as a model of community research into patterns of authority and leadership. The book is the result of a 1958-60 study of leadership in community decision making in Syracuse, New York, a city of over four hundred thousand with a small minority population.

Leadership is defined as a "process in which a relatively small number of individuals in a community behave in such a way that they effect

(or effectively prevent) a significant change in the lives of a relatively large number." The study group pinpointed four major factors of leadership--participation, authority, activity, and reputation--and three types of leaders--institutional, effectors, and activists. Because Syracuse represents such a different study sample than most other cities with large black and other minority populations, the findings are not widely applicable; however, the process of research may be useful in describing community leadership and power patterns.

Glick, Brian. "Neighborhood Foundations Memoranda: Institute for Policy Studies. Washington, D. C., 1965-67." Yale Law Journal 76 (1967) 1258-71.

The author does not report on this Memoranda, but refers to it as a point of departure for advocating and detailing possibilities for neighborhood self-government which could develop as a result of Senator Ribicoff's "Neighborhood Development Corporation Assistance Act," introduced in the Senate in April 1967. Senator Ribicoff had been influenced in his sponsorship of this proposal by a project of the Institute for Policy Studies, in which Milton Kelter, an Institute Resident Fellow, helped fourteen hundred residents of a Columbus, Ohio neighborhood form the East Central Citizens' Organization (ECCO), a nonprofit membership corporation which received federal funds to operate a settlement house and conduct social service programs. (The report on this project can be obtained from the Institute for Policy Studies, 1520 New Hampshire Avenue, N.W., Washington, D.C. 20036.)

Glick believes the experiments in neighborhood corporations could go far beyond the ECCO concept and that voluntary home rule is now politically possible. He is suggesting a new level of government in which neighborhood residents could have authority over such functions as neighborhood schools and land planning and development. Although these units would be linked to the federal system for definition of minimum standards, financing, and other services, they should have a certain amount of flexibility in determining goals and priorities. The hope would be that increased opportunity for participation will yield more efficient democracy, favorable attitudes to change, and less alienation.

Gottenfeld, Harry, and Gerterlyn, Dozier. "Changes in Feelings of Powerlessness in a Community Action Program." Psychological Reports 19 (1966) 978.

The author studied a community action program in East Harlem (MEND) to test three hypotheses: 1) community organizers (called stimulators in MEND) who had been trained and had been working would feel less powerless than those who were still in training, 2) in the training phase those community "stimulators" who felt less powerless

would learn more, and 3) in the working phase those who felt less powerless would show greater initiative. They tested their hypothesis with an instrument called an I.E. Scale, which related the belief in external or internal control to a feeling of powerlessness, concluding that such beliefs can influence the training and work of indigenous people involved in community action programs and that these beliefs change as the persons gain experience in their new positions.

Hallman, Howard W. "The Community Action Program: An Interpretive Analysis." In Power, Poverty, and Urban Policy, Warner Bloombert and Henry J. Schmandt, eds. Urban Affairs Annual Review, Vol. 2. Beverly Hills, California: Sage Publications, 1968.

The article highlights a descriptive study of Community Action Programs functioning in thirty-five urban and rural communities. The analysis was submitted to a Senate subcommittee studying the effectiveness of the Economic Opportunity Act passed in 1964. Among the topics reviewed are: political orientations, programs, representation of poor on governing boards, and coordination with other established anti-poverty agencies. Hallman found that approximately half of the programs emphasized working with individuals to improve personal abilities and status and that half worked toward more general environmental reform--changing institutions, government, and agencies that affect the life of the poor.

The study finds that considerable results have been achieved in just a few years with CAP, but that city programs must work for real change in institutions and government. The city programs also require further decentralization into smaller, more manageable local areas in order to be more effective and responsive to the public needs.

Hallman, Howard W. Neighborhood Control of Public Programs. Praeger Special Studies in United States and Social Development. New York: Frederick A. Praeger, 1970.

This report on neighborhood boards and community corporations across the United States examines the experiences of some thirty community operations in which some degree of control has been given to organizations governed by residents of small rural settlements and urban neighborhoods.

The organizations surveyed all are governed by a board selected through democractic processes, the board controlling the selection and performance of staff and having the authority to make decisions on the allocation of funds within its neighborhood. Most of the organizations surveyed were in some way associated with the Community Action Program.

Reviewing citizen participation in public programs over the past twenty years, each chapter focuses on a different case study or group of case studies. Thus, chapter 1 covers the experiences in New Haven

from 1961-65, chapter 2 discusses community corporations in New York City, chapter 3 examines corporations in Washington, D.C., Newark, N. J., and Columbus, Ohio, chapter 4 surveys community action in Appalachia, chapter 5 in three rural areas, and chapter 6 in Indian reservations; chapter 7 analyzes the Neighborhood Centers Pilot Program, chapter 8 deals with citizen participation in urban renewal and chapter 9 with neighborhood control in the two model cities of Dayton, Ohio, and Oakland, California; and chapter 10 presents conclusions.

The author's thoughtful and objective commentary, following each chapter, much of which is drawn from his extensive firsthand experience with community groups, presents both the good and the bad of community control.

Hunt, Gerard J. Citizen Involvement in Mental Health Decision-Making. Community Mental Health Studies, Maryland State Department of Health and Mental Hygiene, 1972.

Hunt, Gerard J. A Guide for the Formation and Effective Functioning of Citizen Health and Mental Health Advisory Groups. Community Mental Health Studies, Maryland State Department of Health and Mental Hygiene, 1973.

This report is a study of citizen advisory committees on mental health services operating in two counties in Maryland. The bulk of the report details the research on these two citizen groups--Metro County and Orchard County Mental Health Advisory Committees--providing data on the composition and operation of the groups. The conclusion of the author is that, as a result of both internal and external difficulties, both groups failed to operate effectively with local mental health problems and issues.

The report is useful to the question of citizen participation in education because many of the problems are similar; especially useful are the findings on lower-class participation and representation of community interests. The author provides a theoretical model for the formation of citizen advisory groups and a useful bibliography.

The second paper consists of a set of guidelines for the formation of citizen advisory groups. Although the particular case concerns mental health groups, Hunt's advice is applicable to any type of citizen group interested in participating and influencing community services and institutions. Topics such as group composition, representativeness, group maintenance and task functions, and leadership are discussed.

Hunter, Floyd, Schaffer, Ruth C., and Sheps, Cecil G. Community Organization: Action and Inaction. Chapel Hill: University of North Carolina Press, 1956.

In 1952 a research team from the Institute for Research in Social Science at the University of North Carolina traveled to Salem, Mass. to conduct a thorough, empirical study of how that community went about analyzing itself to discover its health needs and then acted to meet them.

The book details the experiences of the interdisciplinary team (none of the members was a specialist in education) and the results they obtained while testing eight hypotheses concerning community power structures, community health problems, and the interrelationship of specific ethnic groups within the community. Salem was selected as the site for the study because of its size (it is a manageably small urban area) and its formally established pattern of community planning.

This work would be of value to the student interested in patterns of community behavior in a medium-sized urban area. However, it is not directly related to education.

Kramer, Ralph M. Participation of the Poor. Englewood Cliffs, New Jersey: Prentice-Hall, 1969.

Kramer discusses how "maximum feasible participation" of the poor in the war on poverty was interpreted in five San Francisco Bay area communities in 1965-67. The ostensible purpose of Title II of the Economic Opportunity Act of 1964 was to stimulate local communities to take the initiative in developing programs and mobilizing resources for a long-range attack on poverty. However, because the question of the basic meaning and intent of the Community Action Programs provided for in Title II was never resolved, communities perceived the concept of participation in divergent ways.

In the first chapter Mr. Kramer surveys the various modes of participation adopted by communities in response to the directives of Title II. The remaining four chapters of part 1 examine the modes utilized by the five bay area communities spotlighted: Berkeley, Oakland, San Francisco, Santa Clara County, and Cotra Costa County.

Part 2 uses the information garnered from the community case studies in part 1 to conduct a more general and theoretical examination of the issue of citizen participation. The first five chapters of this part ask and provide answers to crucial questions such as "Who Shall Control the CAP?,""Who Speaks for the Poor?," and "What Role for the Target Area Organization?" The concluding chapter consists of carefully thought-out observations and suggestions as to past and future developments for citizen participation.

Kravitz, Sanford. "The Community Action Program in Perspective." In Power, Poverty and Urban Policy. Warner Bloomberg and Henry J. Schmandt, eds. Urban Affairs Annual Reviews, Vol. 2. Beverly Hills, California: Sage Publications, 1968.

Following a brief review of the history and background of the "community participation" concept from the late nineteenth century to the 1960s the author discusses the real push for community representation and participation in welfare and social work organizations which came with the passage of the Economic Opportunities Act of 1964 and the policy of "maximum feasible participation." He outlines some of the successes and setbacks of the more than one thousand Community Action Programs and is generally optimistic that real progress toward relieving poverty will be made through involving the poor themselves in programs of self-improvement. Although the federal agencies have not followed through on their promise of generous funding for community programs, projects such as Head Start and Upward Bound have made definite progress.

Mr. Kravitz argues for futher decentralization and community participation in smaller local units, and he enumerates three major areas where great amounts of progress are needed: 1) linking the lower-income people with vital resources and services, 2) developing individual and community leadership and political know-how and leverage, and 3) making government and institutions more responsive to the needs of the poor.

Lipsky, Michael. "Protest as a Political Resource." American Political Science Review 62 (1968) 1144-58.

Protest represents an important aspect of minority group and low-income group politics. However, black groups lack political resources to exchange and therefore are "powerless." The author's thesis is that the solution for the powerless is to activate third parties to enter into implicit or explicit bargaining in ways favorable to the protestors, thus creating bargaining resources for the latter. The science of this process is analyzed in this article.

Litwak, Eugene, and Meyer, Henry J. "A Balance Theory of Coordination Between Bureaucratic Organizations and Community Primary Groups." Administrative Science Quarterly 11, No. 1 (1966) 31-58.

On the hypothesis that both bureaucratic organizations and community primary groups (such as the family and neighborhood) are essential for achieving most tasks in our society, but that they have antithetical atmospheres, the authors offer and explore a "balance theory" --that optimum social control results where mechanisms exist that permit relationship at a midpoint of social distance. The authors suggest eight possible mechanisms of coordination that can link bureaucratic organizations with primary groups and explore the applicability and effect of each of these.

Moynihan, D. P. Maximum Feasible Misunderstanding: Community Action in the War on Poverty. New York: The Free Press, 1969.

As the subtitle indicates, this book is a history of community action in the war on poverty, beginning with the origin of the concept in a New York City group's goal of confronting the problem of juvenile delinquency (Mobilization for Youth, ca. 1957) and tracing its incorporation into the federal antipoverty programs.

Rather than being a policy or philosophy for the federal antipoverty programs, "maximum feasible participation" (a term coined in the Economic Opportunity Act of 1964) became just another requirement in the program. As a result of increasing community participation, there were political and social upheavals, including racial tensions, because of power struggles and misunderstandings. Most relevant to citizen participation in general was that the very conditions which the programs should have tried to eradicate were aggravated. A sense of social and political alienation develops from the powerlessness which is a result of individual participation.

Relevance for the field of citizen participation in education can be drawn from the observations about the relationship between lack of real participation and social alienation or deviation, and a lesson can be learned from the "failure" of the poverty programs because of the lack of local citizen participation on a meaningful and effective level.

Prestage, Jewel L. "Black Political Participation." Social Science Quarterly 49 (1968) 453-64.

Prestage examines black political participation and finds that blacks have a much greater sense of personal alienation and political futility than do whites, as a result of their historical exclusions from the full benefits of society. Thus, while there are no legal deterrents to black participation in voting in the North, as there have traditionally been in the South, there do exist cultural deterrants attributable to the system.

Thursz, Daniel. "Community Participation." American Behavioral Scientist 15, No. 5 (1972) 733-48.

In considering community participation in relation particularly to social welfare planning, Mr. Thursz explores the significance of community participation as a means of reducing anomie or the degree of hopelessness and social dysfunction of disorganization in a population. He notes that the enlargement of community participation and the entry of new actors in the political arena does not automatically mean additional support for socially progressive legislation and liberal causes.

Wilson, James Q., ed. "Planning and Politics: Citizen Participation in Urban Renewal." In Urban Renewal: The Record and the Controversy. Cambridge: M.I.T. Press, 1966.

The growth of neighborhood resistance to urban renewal has been gradual and cumulative. The first projects went through fairly easily, but today, in cities which have been engaged in renewal for years, planners often find prospective areas waiting for them, organized to the hilt. Thus, while the Lake Meadows project in Chicago met little organized indigenous opposition, the Hyde Park-Kenwood project a few years later encountered substantial resistance to planning without consultation with residents. This particular incident is analyzed at some length by the author.

The article also surveys community organization strategies that have arisen around urban renewal. The author divides these into two principal camps: those that capitalize on the character of depressed low-income neighborhoods, such as the Saul Alinsky-created "Woodlawn Organization" (whose purpose is largely to block any plans calling for fundamental change) and those that stimulate the creation of neighborhood organizations which can define feasible, positive goals. The example cited here is Boston's efforts to foster the formation of neighborhood organizations to provide citizen participation in the plans of the Boston Redevelopment Authority. Finally, the article discusses implications for renewal programs, the most salient one being that adjustment of renewal to the demands of the lower classes means abandonment of large scale clearance projects aimed at bringing the tax-paying middle class back into the city.

Yates, Douglas T., Jr. Neighborhood Democracy: The Politics and Impacts of Decentralization. Lexington, Massachusetts: D. C. Heath, 1973.

A thorough and thoughtful analysis of the decentralization issue, this book focuses on seven experimental programs in New York City and New Haven. Yates is interested in measuring the impact and tangible results of attempts at decentralization, which vary from block associations, to local school boards, to neighborhood health corporations. After reviewing the history of the community-control movement and discussing the background issues and problems which sparked the decentralization trend, Yates examines the different models, structures, and orientations of the different projects.

From this study the author concluded that although decentralized programs produced no dramatic solutions to city problems, they did promote greater community awareness and activity, as well as new employment and services, at little or no additional cost to the taxpayer. Among other topics, Yates examines leadership development and style, responsibility and accountability, representation, and community involvement. Of the four models of decentralization--government-in-miniature, self-help, ombudsman, and neighborhood service centers--Yates believes that all are useful except the "government-in-miniature."

model, which is usually hierarchical extension of a centralized authority.

Of particular interest to the community-control topic is the discussion of local school boards. Yates found community boards to have substantial power within a limited range of jurisdiction, but to have many external and internal problems--such as preoccupation with routine matters, difficulty in implementation of decisions, problems of evaluation and research, and ambiguity of power and authority. On the whole, however, Yates feels local boards and other decentralized agencies are viable and important steps toward increasing the democratic involvement of the public. The study poses the question not whether, but what kind of, decentralization should be pursued.

Yin, Robert K., Lucas, William A., Szanton, Peter L., and Spindler, J. Andrew. Citizen Organizations: Increasing Client Control Over Services. Washington, D. C.: The Rand Corporation, 1973.

This paper, prepared for the Department of Health, Education, and Welfare, studies the problem of effective citizen participation and control in service organizations funded by HEW. In 1971, Secretary Richardson ordered a study of methods to devolve greater measures of power for citizens to reduce the feeling of alienation from government and to improve the effectiveness of HEW programs. The final recommendations of this study propose a new structure for citizen participation: Service-linked citizen organizations with elected members, formal authority to effect change, sufficient resources and authority over budgets.

Several areas directly related to education are discussed, and the authors suggest increased parent authority over money, personnel, and programs in local educational institutions. The report proposes formation of local parent advisory councils with expanded authority in the administration of both Title I funds and programs and the education special revenue sharing bill of 1971. The report is useful and significant, particularly for those interested in the role of federal agencies in encouraging citizen participation.

Zurcher, Louis A., Jr. "The Poverty Board: Some Consequences of 'Maximum Feasible Participation.'" Journal of Social Issues 26, No. 3 (1970) 85-107.

This empirical study tested two hypotheses: 1) Poverty Board members who were representatives of the poor would differ significantly from members who were not representatives of the poor in social-psychological variables, often associated with socioeconomic status, which are indicative of their general sense of competence and confidence, and 2) as a result of their participation in the decision-making processes of the boards, the representatives of the poor would show significant changes in those social-psychological variables. Both hypotheses were, at least in part, supported. Also included are helpful references to recent empirical studies in this field.

Section 3: SCHOOL PROBLEMS

Bowers, C. A., Housego, Ian, and Dyke, Doris, eds. Education and Social Policy: Local Control of Education. New York: Random House, 1970.

These four essays on different aspects of the issue of local control of education are each supplemented by two shorter replies. Because the book is of Canadian origin, the writers all active in educational reform in the United States and Canada, the points of difference between the Canadian and United States debate over local control are often emphasized and discussed; this is most useful. With viewpoints, varying from moderately liberal to radical, the articles are all concerned with situating the issue of local versus centralized control in an ideological or political context.

Seymour Martin Lipset, in "The Ideology of Local Control," gives the issue a larger historical and geographical perspective, outlining the contrast between such countries as France, Prussia, and Japan with historical centralized systems and the British tradition of the checks and balances of local control. He then focuses on America's historical development, tracing the familiar ideological circle--from liberal Jeffersonian localism, to liberal equal-rights centralism, to liberal commitment to community control. "Each system," he concludes, "has both positive and negative features." John Courtney replies by merely resituating the debate outlined by Lipset within liberalism itself and worrying about liberalism's weakening and destructive effects. John Andrews points out that there are other more pragmatic reasons behind the push for community control than a populist ideology.

James Coleman's article, "The Struggle for Control over Education," traces the lines along which the local/national debate crystallizes; it characterizes local influence as conservative and national control as usually liberal, championing minority rights. Of the two replies, the more useful is the one which compares our situation with the Canadian, where the federal government is essentially a mediating rather than a liberalizing force.

Jules Henry's article, "Is Education Possible?" is a cutting, often bitter polemic against American education as a perpetration of docility, blind patriotism, mass consumerism, narrowness, and fear, which all reinforce the militarism, materialism, and competitiveness of the American way. In this case, the commentators express shock at Henry's extreme views and try to temper them.

In "Status and Role Identity in Education," Edgar Friedenberg criticizes the school as a credential giver. He sees these credentials as meaningless in terms of genuine skill or competence, but as guarantees of behavioral conditioning toward mediocrity, vulgarity, and compliance. He believes, as do the two commentators, that the schools fit the bureaucratized, depersonalized society they serve.

Bower's forward to these four essays, a philosophical tribute to the enlightening powers of a humanist education, formulates the educational debate in terms of a conflict between political expediency

and moral responsibility--a responsibility to the individual student to free him from all value systems and all reference groups and to teach him the inward autonomy that will give him total control over his acts and his life. Very much within the Socratic tradition of education toward self-knowledge, Bowers considers, therefore, that the goal of educational reform should be the attainment of freedom from all norms and values specific to a culture.

Callahan, Raymond. Education and the Cult of Efficiency. Chicago: University of Chicago Press, 1962.

Callahan evaluates the historic vulnerability of school administrators to public criticism; he believes their overreadiness to respond to demands has often contributed to unhealthy or irresponsible change in education. The response of the schools to the pressures of changing society (e.g. industrialism is seen as an influence on education) is traced through what Mr. Callahan calls the "efficiency era," in which education has come to be seen almost as a business which must be managed efficiently. He cites numerous actual instances which clearly illustrate his point and calls for a greater amount of professional and financial autonomy from the local scene (e.g. politics and economics) and for better education for school officials as two means of improving the situation.

The book is of major interest in its emphasis on the growth of an enormous bureaucracy and mechanization of the educational system. By inference, it is a plea for greater citizen participation to help combat the influence of "the cult of efficiency" on education.

Clark, Kenneth B. "Alternative Public School Systems." Harvard Educational Review 38, No. 1 (1968) 100-13.

The author argues that as integrated education is a necessity, the white community must be sold on the idea. This can only be done by exposing the social inefficiency of the present educational system. The monopolistic nature of present public education may require that alternative public and private schools be encouraged. Clark suggests calling on business, labor unions, the Department of Defense, universities, and all levels of state and federal government to develop those forms of competition which in the end would successfully challenge and change general public education. Finally, the necessity of integration and quality education argue for educational parks and municipal planning rather than local control.

Clark, Kenneth. "Alternative Public School Systems." In Radical School Reform, Neal Gross, ed. New York: Simon and Schuster, 1969.

According to Clark, a prominent black psychologist, the present system of public education is failing those who need it the most--the nonwhite school children of the inner city. Mr. Clark considers the

system to be a form of institutional racism as it provides more inadequate facilities and personnel in the predominantly black schools than in those of wealthier white areas. Also, these mostly black schools block socioeconomic advancement rather than promote it and, therefore, guarantee further failure and despair for urban blacks.

The call for segregated, all-black attended and administered schools, however, is not the proper solution to overcome the deficits of the present educational monopoly. Such segregated community school ideas are the product of wishful thinking and over-simplified political ideology. What is really needed is a system that provides real educational alternatives, which compete with one another for both resources and clients. Clark suggests alternatives such as state and federal schools, college-related open schools, industrial schools, and labor union and army schools. The competition between such parallel systems, under state and federal supervision, would provide for quality control and accountability in public education.

Cohen, S. Alan. "Local Control and the Control Deprivation Fallacy." Phi Delta Kappan 50, No. 5 (1969) 255-59.

Cohen makes the crucial point that the attribution of black children's poor reading ability to "cultural deprivation" is a fallacy behind which professional educators and teachers have hidden for many years. He believes that the pedogogical techniques required to make marked improvement in urban literacy levels are available, but that neither the administrators or teachers have taken the initiative to use them, instead blaming the lack of progress on cultural disadvantages. Cohen claims that local control of schools, although no panacea, may provoke enough changes in the present state system to allow for some progress.

Conant, James. The Child, the Parent and the State. Cambridge: Harvard University Press, 1959.

The focus of this book is on public secondary education and the relationships among parents, government, and education. It looks at the relationship of Soviet education to the state and to society and also at the relationships in free Germany, comparing the influence of parents and the state on forms of education in these two countries and the United States.

Mr. Conant examines the universal and compulsory aspects of United States education from a historical perspective and the impact of change in the United States's political and social position internationally (specifically, in relation to the Soviet Union) on education. He emphasizes the citizen's responsibility in assessing the educational needs of his community for the improvement of both the school and the society, and he reviews the great educational reform of the high schools between 1905 and 1930. The author sees good educational systems as essential to preservation of a vital and free

society. Some practical and specific suggestions are offered, as well as two appendices on official Soviet educational policy statements.

Coons, John E., Clune, William H., III, and Sugarman, Stephen D. "Recreating the Family's Role in Education." In New Models for American Education, James W. Guthrie and Edward Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

The authors challenge the assumption that the state should continue as the primary locus of decisions about children's education. Instead, they would implement a radical proposal that would leave the governance and financing of schools to the parents's discretion. They advocate a system of family grants as a mechanism by which families can be provided with educational decision-making power. The grants, which would be financed by a progressive tax based on the family's earnings and on the quality of the education they selected for their child (thus, parents with children at a more expensive school would be taxed a higher percentage of their income than those sending their kids to a less affluent school, regardless of the level of their income) would induce the reestablishment of competition between schools, would give added attention to the learning problems of children, and would cause higher levels of integration. The plan is somewhat similar to the voucher systems, but differs primarily in that it allows for the existence of different levels of schools costing different amounts.

Danforth Foundation and Ford Foundation. The School and the Democratic Environment. New York: Columbia University Press, 1970.

This book summarizes papers presented at a conference called by the Danforth and Ford Foundations to explore how schools could better prepare young people to be active citizens in a democratic society. The conference, stimulated by the high school student activism of the late 1960s, revolved especially around two themes: the relevance of curricula to the world outside the classroom and the contradiction in preaching democratic values within an excessively authoritarian and dehumanizing system. The report's special interest for citizen participation in education lies in the second theme, for implicit in the conference discussions was the need for a democratic and open system of participation before education can claim to inculcate participatory values.

Fantini, Mario D., and Young, Milton A., Designing Education for Tomorrow's Cities. New York: Holt, Rinehart and Winston, 1970.

Fort Lincoln New Town was a proposed new community to be within a large neighborhood in Washington, D.C. FLNT was to be racially and socioeconomically integrated and run by its citizens. Fantini and

Young present the plan for the FLNT educational system, which was to serve as a "laboratory" system for the rest of Washington, D.C. Although specific examples of citizen involvement are not described (the FLNT project was developed under the administration of President Johnson but lack of funding slowed its implementation), the FLNT system is of interest as a model for community participation in education. Educational goals are defined, as well as the methods by which these goals would be accomplished. A lengthy bibliography is included in the appendix.

Fantini, Mario, and Weinstein, Gerald. Making Urban Schools Work. New York: Holt, Rinehart and Winston, 1968.

The authors begin their look at urban schools with an examination of the impact of the urban environment upon adults and children. They claim there is persistent stress imposed upon city dwellers because of such intensive social realities as overcrowding, crime, and an oversized bureaucratic system. The three "human issues" considered are identity, affiliation, and power and competence. As the authors argue that the city environment adversely affects these vital issues, the question is then posed: How should the urban school deal with these social realities and counteract the effect of modern city living?

In order to make the schools more responsive to the needs of the public, Fantini and Weinstein propose a redefinition of the educational process. At present, cognitive development dominates the educational system. The authors suggest instead that it is only one of three vital goals of education, the other two being "personal talent and interest identification and development" and "social action and exploration of self and others." This "three-tiered" school, with new emphasis on social action, affective, and interpersonal training, must work in close conjunction with the community in order to develop the talent and resources for the program's success. Not only must parents participate fully in the educational process of their children, they also can constitute a "fourth tier" by using the school as a community center for recreational, cultural and political purposes. The authors are optimistic that the two movements--toward decentralization and progressive education—are beginning to converge, and together, represent real hope for urban schools.

Fantini, Mario D. "Options for Students, Parents, and Teachers: Public Schools of Choice." Phi Delta Kappan 52, No. 9 (1971) 541-43.

The "choice" model of public education is here outlined by Mario Fantini, Dean of Education at State University College in New Paltz, New York. He calls for several viable alternatives to be offered to each family and for enough information to be provided the public so that parents may make intelligent choices among the options available. Such a model would reduce conflict and tension between ethnic and racial groups, as well as make the schools more accountable to the public. Fantini suggests several possible alternative schools and educational programs.

Fantini, Mario D. "Public Schools of Choice and the Plurality of Politics." Educational Leadership 28 (1971) 585-91.

Stating the importance of education to societal survival, this article emphasizes the need for a process through which each user of the public schools can decide what is right for him. A review of recent reform efforts, including tuition vouchers and alternative schools outside the public school system, is followed by a recommendation for a system which would provide maximum flexibility for the educational consumer. This is an interesting, worthwhile contribution which employs lessons from the past in its plans for the future.

Fantini, Mario D., and Weinstein, G. "Taking Advantage of the Disadvantaged." Teachers College Record 69 (1967) 103-14.

The authors believe that the reforms in education in the past have supported the existing goals of education, goals which need to be redefined. They call for institutional reform by gradual steps; their basic premise is that all American children, not just the so-called disadvantaged, are educationally disadvantaged because they are facing an outmoded reality. The authors call for greater participation in education by those closest to the child, with a redistribution of power to make the schools really public.

Fantini, Mario D. "The U.S.A.: Alternatives for Urban School Reform." In World Year Book of Education, 1970: Education in Cities. London: Evans Brothers Ltd., 1970.

After pointing out the decline of urban school systems, Mr. Fantini covers succinctly the entire spectrum of solutions that have been proposed to rectify matters. He writes objectively, stating both the pro and con of each method. Among the proposed alternatives he discusses are increased desegregation, compensatory education, model subsystems, parallel school systems, voucher systems, and participatory systems. Only the latter section, some two pages in length, discusses participation directly. Because of the scope of the material and the brevity of the article, the author can only provide a brief outline of each possibility. It is more of a capsule introduction to proposed alternatives for urban school reform than it is an in-depth analysis.

Getzels, J. W. "Education for the Inner City: A Practical Proposal by an Impractical Theorist." The School Review 75, No. 3 (1967) 283-99.

The problem of misdirected and inadequate training for prospective educators of inner-city schools is the emphasis of this fine article. Getzels concentrates on what the university can do to provide qualified personnel for the inner city: preparation focused on inner-city

teaching; the coordination of training programs between administrators, teachers and counselors; and the placement of staff in "cadres or role sets" in new inner-city schools. Another proposal is the "demonstrations and induction" school that would permit on-location experience and training for new personnel, and which would be a workshop for cooperative policy and planning by the university and the local public in order to create truly unified "school communities."

Gittell, Marilyn. Educating an Urban Population. Beverly Hills, California: Sage Publications, 1967.

This book is a comprehensive and successful compilation of sixteen articles (three of which appear in the author's later Politics of Urban Education) exploring educational policy processes in the urban community. It provides a cross section of current research and thinking on the problems of urban education as they are developing in the social sciences. Despite the diversity of disciplines and viewpoints represented, certain themes emerge. The urban school is viewed consistently as a political and social subsystem, contained within an increasingly complex urban situation, which has failed to respond to the demands made upon it. It is these political realities which the schools must face if they are to become effective institutions.

The articles contained in the first part of the book provide a clear picture of the nature and scope of urban school problems--economic, educational, legal, and demographic. Of overriding concern is the problem of matching the diminishing resources of urban schools to the rapidly increasing needs with which they must deal. The results of suburban migration and of central city decay are viewed in the context of the demands placed upon urban educational policy. The tone of this section dramatizes the magnitude of the problems faced by urban school systems and suggests the need for finding new solutions.

The second part of the book is comprised of case studies on decision making in urban school systems. Of particular note is David Rogers's "Obstacles to School Desegregation in New York City," an excellent shortened version of his 110 Livingston Street. His conclusion, as it pertains to urban schools, is that "the more pluralism and fragmentation of interest groups and governmental agencies in a city, the more likely it is to become polarized and then stalemated." The result is poor maintenance of the status quo. Given the ever-changing nature of urban centers, this status quo can mean nothing but abject failure for urban schools.

The third part of the book presents solutions to these problems offered by a sociologist, a political scientist, an economist, and an educator. For the most part these are limited, conventional suggestions. The notable exception is an article by Richard L. Derr, "Urban Educational Problems: Models and Strategies." In a clear and concise fashion, Mr. Derr contrasts two opposing strategies for the urban school: functional autonomy (from the surrounding community) and integration (with the community). The arguments presented do justice to both positions

as well as suggest avenues for futher discussion and criticism among educators, politicians, social scientists, and urban residents.

Perhaps the most valuable aspect of this book is the contrast between differing positions regarding urban education. The result is a multi-dimensional, dynamic illustration of the problems which social scientists concerned with urban education are exploring and the tentative approaches and solutions which they are employing.

Graubard, Allen. Free the Children: Radical Reform and the Free School Movement. New York: Pantheon, 1972.

Although Mr. Graubard's book falls outside the arbitrary limits of this bibliography, it is included in order to call attention to a chapter, "Educational Reform and Social Change." He presents a hard-headed, insightful discussion and analysis of the issue of free schools outside the system vs. reforming the public school system. He rejects the notion of free schools as an escape and tries to show how the new schools movement can be a part of a struggle for changes in the public schools. This chapter, along with the rest of the book, would be instructive to those concerned about alternative schools in and out of the system, voucher plans, and other efforts to broaden choices that people have about education.

Gross, Ronald and Gross, Beatrice, eds. Radical School Reform. New York: Simon and Schuster, 1969.

A collection of essays by individuals with various experiences and perspectives on education, this book evaluates the present educational systems as destructive of individual growth and suggests ideas for radical reform. The premise of the articles is that the present goals as well as methods of American schools today are invalid. The range of focus and perspective of these articles is from the case study and general observation to theoretical and practical suggestions and demonstrated alternatives.

Two articles pertain to student participation:

"Autonomy and Learning." Friedenberg, Edgar.
Recommendations for student participation in educational decision making.

"A Student Voice." Montgomery County Student Alliance.
This is the impressive report of a high school student group, presented to the Montgomery County, Maryland, Board of Education in 1969. It is a critical evaluation of the defects of the educational system as these students experienced it and a request for meaningful changes, including many involving student action/control.

One article pertains directly to citizen participation: "The Community-Centered School" by Preston Wilcox.

Hamilton, Charles V. "Race and Education: A Search for Legitimacy." Harvard Educational Review 38, No. 4 (1968) 669-84.

Hamilton's argument centers around the notion of political legitimacy. American education may become more effective for black people through integration and greater financial expenditure, but it will not become legitimate; the legacy of exploitation and alienation is goo great. Legitimacy is only possible through the effective integration of a people into the decision making process.

Haubrich, Vernon F., ed. Freedom, Bureaucracy, and Schooling. Washington, D.C.: Association for Supervision and Curriculum Development Yearbook, 1971.

In these articles, which constitute a wide ranging analysis and indictment of the shortcomings of school bureaucracy today, the authors examine this bureaucracy in the light of the humanitarian and idealistic motivations conspicuous in the history of American education. The book as a whole relates to any consideration of participation in the schools; some articles will be especially useful.

Arnstein's chapter, "Freedom and Bureaucracy in the Schools," sets the issue of freedom in a political context, arguing that a democratic nation must provide settings in which growing children and youth can democratically participate in the formation and carrying out of significant purposes. Cody, in "The Administrator Looks at His Practice," develops the case for accountability for schooling, including planning-programming-budgeting systems (PPBS) and voucher systems. Gittell, in "Supervisors and Coordinators: Power in the System," analyzes the degree to which the administrative heirarchies in schools actually make policy and the concommitant limitation of the power of school boards. She analyzes the move to decentralize, suggesting that the establishment of a new balance of local community participation and the ability of the professional staff to evaluate its new roles may well determine the future of urban schools. Macdonald develops a picture of the ideal vs. reality in schools and society in "The School as a Double Agent." He predicts a widening gap between the democratic ideal and school reality, which is now subservient to a monolithic technological system. Finally, in "Does the Common School Have a Chance?" editor Haubrich reviews many of the persistent bureaucratizing elements in society, indicates the positive and negative features of schooling patterns, and suggests possible courses open to educators.

Howe, Harold, II. "An Appeal for Agitators." New York Times, 9 January 1969, p. 67.

The former United States Commissioner of Education argues that what education needs most of all is a group of thoughtful and constructive agitators. Howe presents some needs to which agitators might address themselves.

Howe, Harold, II. "Nation of Amateurs in Education," School and Society 94 (1966) 448-51.

After first commenting on the increasing societal trend towards specialization and the concomitant ever-widening gap between professionals and laymen, the author presents his reasons for believing that such a gap is neither beneficial nor justifiable. Among these reasons are a) a respect for the individual's right to provide for his family, and b) a mistrust of professionals. Howe feels that a wide spectrum of individuals can contribute to education in ways that have yet to be tapped.

Jencks, Christopher. "Is the Public School Obsolete?" The Public Interest, No. 2 (1966) 18-27.

Mr. Jencks condemns the public schools for their failure to educate the children who need educational opportunity the most--the poor and minorities. The greatest hindrance to effective schooling is the "bureaucracy problem" of the large centralized school systems, and Jencks suggests several models to decentralize authority and make the schools more competitive. Among these proposals are: 1) families's choice of schools to patronize, 2) performance contracting--even with the entire teacher staff of a school, 3) university-run schools, and 4) business-run schools. He claims that if public education as it is can not survive in open competition with alternatives, perhaps it "should not survive."

Jencks, Christopher. "Who Should Control Education?" Dissent 13, No. 2 (1966) 145-63.

On the assumption that a radical change in American education at all levels must begin with the question of control, Mr. Jencks outlines a system giving educators absolute freedom to establish any kind of schools and colleges, and giving parents and students absolute freedom to choose among these schools as they see fit.

Katzman, Martin T. The Political Economy of Urban Schools. Cambridge: Harvard University Press, 1971.

This book is a fairly technical and complex analysis and discussion of urban education from the perspectives of politics, economics, and educational evaluation. Katzman outlines the many problems generated by the heterogeneous public that the schools must serve in large cities--the multiplicity of social, economic, and ideological factors in the system as well as the distribution and evaluation of educational results. His detailed, quantitative study of the Boston public elementary schools is an example of how to measure technological efficiency, resources, the quality of education, and interrelationships of schools in a nonprofit organization such as a city school system.

Much of the difficulty that educators have in running the schools efficiently and effectively, as well as in evaluating the process, stems from the lack of knowledge and technology about such a diverse and complex system as the schools.

The author pinpoints the major burdens of effectiveness, equality, and responsiveness that affect city school systems and examines several alternative organizational setups proposed for urban education. He believes that total decentralization, including fiscal responsibility, would only cause further deterioration of services because of lack of resources. However, greatly increasing the percentage of funding from federal or state sources would represent a real step toward responsive education. Other alternatives, such as metropolitanism, integration, and the voucher system are also discussed.

Koerner, James D. Who Controls American Education? Boston: Beacon Press, 1968.

In this excellent simple discussion of such major controversial issues in American education as federal control vs. local control and the professional vs. the layman, Koerner evaluates the various forces and powers at work in education, analyzing their strengths and weaknesses, their educational philosophies and influence, and their future orientations. Among the areas covered in depth are: the role of the three branches of the federal government, government and boards of education on the state level, the NEA and AFT, national testing and accrediting associations, private foundations, profit-oriented educational enterprises, and citizen-organized advisory and pressure groups.

In considering decentralization and local control Mr. Koerner provides thoughtful insights into the problems and possibilities of real lay control in the community. He argues that citizens have neither the information or political leverage necessary to counterbalance the monopolistic power of national professional organizations or state and federal policies, programs, and funds. He contends that it is the superintendent who wields the real power on the local level and that school boards are often too preoccupied with housekeeping details, or else not informed or confident enough to engage in serious policy making.

Koerner questions both the authority and validity of the professional powers in education, arguing for a return to common sense so that the experts will execute rather than determine the decisions that should be made by the public. The author does foresee reform and change in the educational establishment as a result of nationwide assessment programs, interstate policy committees and a better informed, more active citizenry.

Levin, Henry M. "The Failure of the Public Schools and the Free Market Remedy." Urban Review 2 (1968) 32-7.

The article explores those proposals which would replace the current system of public education with a free market strategy.

Newmann, Fred M., and Oliver, Donald W. "Education and Community." Harvard Educational Review 37, No. 1 (1967) 61-104.

This article discusses two basic ways of looking at American education: the "missing community" approach, through which we look critically at education and society, and the "great society" approach of optimism and faith in the trends of society. Generally the authors see American education as instrumental, organized along corporate and bureaucratic lines, fragmented, alienating, and devoid of any ideological, moral or aesthetic purpose. The authors analyze most education reforms as either utopian or contributing to the growth of a dehumanizing society.

The solution lies in developing equally the three areas of human education: systematic instruction, action, and reflection. Schools should be developing all of these within the context of expanded school-community ties. The reader will find important implications for curriculum and community control of schools.

New York State. Report of the New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education, Vol. 3, Manly Fleischmann, Chairman. New York: New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education, 1972.

Volume Three of this huge study, known widely as "The Fleischmann Report," discusses questions concerning governance, New York City's special situation, and policy toward educators. The study as a whole discusses the need for financial equity in paying for the schools and more equal distribution of educational monies and resources. In terms of governance, the report urges greater centralization and standardization in the areas of overall financing, collective bargaining, licensing of teachers, and overall guidelines and otherwise increased decentralization, with an emphasis on parent advisory councils for individual schools. The report quite clearly states that the benefits gained from increased parent and student participation in the governance of their schools are worth any cumbersome channels of accountability necessary. The report's central point is that state assumption of certain overall responsibilities will free local schools to develop the kind of participation necessary for healthier education. The report emphasizes the close relationship of principal and parents council as a key to further progress.

Passow, A. Harry, ed. Education in Depressed Areas. New York: Bureau of Publications, Teachers College, Columbia University, 1963.

In July 1962, Teachers College, Columbia University, sponsored a two-week Work Conference on Curriculum and Teaching in Depressed Urban Areas, inviting scholars and professional educators from twenty-four cities. This book, edited by a professor of education at Teachers College, contains the papers that served as the basis of discussion at the conference as well as introductory and concluding articles by the editor. Much of the material is dated; however, the following

articles are included separately in this bibliography:

Ravitz, Mel. "The Role of the School in the Urban Setting."
Havighurst, Robert J. "Urban Development and the Educational System."
Saltzman, Henry. "The Community School in the Urban Setting."

Passow, A. Harry. Toward Creating A Model Urban School System: A Study of the Washington, D.C. Public Schools. New York: Teachers College, Columbia University, 1967.

A. Harry Passow was the Study Director of this evaluation of the public school system of Washington, D.C., that was conducted by Teachers College, Columbia University, in the school year 1966-67. The hope of the study was that Washington would become a model system and educational laboratory for the rest of America's school systems to promote equal opportunity and quality education in urban areas.

The major findings of the evaluation found the Washington system to be composed largely of de facto segregated schools with poor facilities and staff, high dropout rates, and poor communication between the schools and the communities which they served. On national tests, the District school children tested below the national achievement average.

The Teachers College study group made wide-ranging recommendations in the areas of instruction, faculty, administration, and facilities. Of direct relevance to the topic of community control of schools are the following recommendations for the Washington school system: the formation of eight decentralized subsystems run by a community superintendent and elected school board, the institution of "community schools" open to the entire community for 12-14 hours a day (following the New Haven Board of Education model), adult education programs, and the formation of an Office of School-Community Relations. Other suggestions such as preschool programs, vocational education, the use of volunteers and paraprofessionals, the formation of a Division of Planning, Research, and Innovation, and creation of good evaluation procedures are very similar to demands and reforms made by communities involved in the control of local schools. However, the emphasis of the recommendation is away from de facto segregation toward integration and metropolitanism--a position that can be philosophically at odds with the community control movement.

Passow, A. Harry, ed. Urban Education in the 1970s: Reflections and a Look Ahead. New York: Teachers College Press, Teachers College, Columbia University, 1971.

The nine papers in this collection prepared in 1969-70, provide perspective, from a variety of education-related disciplines, on developments in urban education in the previous eight years and serve as a basis for projecting the directions in the 1970s. The authors are eminent in their fields and most of them discuss community control of schools, decentralization, or both.

Polley, John W. "Community Approach to Educational Problems of Great Cities." Teachers College Record 55 (1953) 153-59.

The author presents the recommendations of a work conference on the educational problems of great cities, which was attended by teams of school personnel representing particular geographical areas within five cities. The recommendations, comprising suggestions on a spectrum of concerns ranging from curriculum to public participation, usually consist of general principles.

Ravitz, Mel. "The Role of the School in the Urban Setting." In Education in Depressed Areas, A. Harry Passow, ed. New York: Bureau of Publications, Teachers College, Columbia University, 1963.

Although many of his arguments and proposals are now rather dated, Ravitz, a professor at Wayne State University, provides a lucid analysis of the liabilities of the poor urban environment and the role of the school in offsetting these disadvantages. The author's major premise is that urban nonwhites must be economically and culturally assimilated into the mainstream of modern American life, and that education of the young is the primary vehicle through which to achieve that goal.

He discusses the need for compensatory education programs for the "disadvantaged," for better teachers in urban schools, and for cultural respect for urban blacks's ethnic background. However, Ravitz also mentions other alternative programs which are presently propounded by the community-control movement: adult education and participation in the schools, a community council for input into the schools, and professional community organizers and planners to work with the adult community to enhance political and economic status.

Rempson, Joe L. "Community Control of Local School Boards." Teachers College Record 68 (1967) 571-78.

The author presents a broad proposal for educational improvement in Harlem and other black ghettos. Among the recommendations he makes are: the local community should elect its own school board; the elected board should be able to appoint a broadly empowered assistant district superintendent; the local board could, within the latitude of Central Board policy, adopt regulations for its district; the local board should be entrusted with providing community adults with opportunities for educating themselves; each school neighborhood should have the opportunity to systematically participate in the operation of the school; and a district planning and coordinating committee should be set up to initiate and coordinate all public interest activities in the community.

Riles, Wilson C. The Urban Education Task Force Report: Final Report of the Task Force on Urban Education to the Department of Health, Education, and Welfare. Praeger Special Studies in United States Economic and Social Development. New York: Frederick A. Praeger, 1970.

This report, commissioned by then-HEW Secretary Robert Finch in 1969 and completed in early 1970, is a well-documented, up-to-date indictment of the current dilapidated state of urban education. However, it is a constructive criticism in that it contains a plan for the rehabilitation of urban educational systems developed by the fifty-nine authorities who collaborated on the project.

Increased citizen participation is an essential aspect of that plan. The task force believed that without the participation of the people no effective educational change would be possible, and this premise is incorporated into their report. The degree of participation, however, is not determined, allowing for variation ranging from mere participation to absolute control. The reader interested in popular involvement in education should refer to the last section of chapter 8 and the beginning of chapter 9. The entire report is significant for anyone concerned about urban education.

Ryan, William. Blaming the Victim. New York: Random House, 1971.

In this book about racism and elitism a psychologist and social scientist discusses various aspects of the ideology and practice of victim blaming. He points out the ways in which blaming the victim is necessary to the continued existence of tremendous inequalities, denounces the self-righteous and self-serving nature of the middle-class ideology of blaming the victim, and argues for a redistribution of power and income. He attacks what he sees as the racist and elitist bias of liberal social science.

Ryan makes some specific recommendations in his last chapter. These proposals relate to the schools as well as to all other urban services, and the pride and participation of the black community in Ocean Hill in 1968 provide his inspiration. Integrating the ideas of Alinsky and Kotler into his recommendations, his primary solution lies in the creation of decentralized, integrated community service centers run by popular participation and elected officials. Only when people have direct and permanent access to the necessary services, when participation, planning and accountability are institutionalized on the local level will, he believes, the years of powerlessness and psychological brutality begin to ease their grip. The implications for the schools are that the problems of poverty besetting them will not be solved through compensatory education, but through the systematic elimination of unemployment, racism, elitism, and economic poverty. The author thinks that condescension must be replaced by equality and respect.

Sanford, Terry. But What About the People? New York: Harper and Row, 1966.

This book is a description by the former governer of North Carolina

of his 1961-64 drive to vastly improve the total school system of the state. Citizen participation was not one of the principles on which Sanford's school improvement plan was built, but he writes of the need for enthusiastic support and participation by parents and students to make the program work. He sees students as especially important; students who want better education will work for it if they feel something could come of their efforts, and they can be very effective and convincing.

The greatest degree of local participation came in setting up programs for poor, educationally disadvantaged children. Community leaders in each county were invited to determine their own peculiar poverty problems and propose solutions. Local leaders submitted comprehensive programs which demonstrated their "initiative, originality and concern." They included such items as: a preschool program, with day care for working mothers; a "family unit" program aimed at solving home problems while children attended a special elementary program; day and summer camps for year-round instruction; vocational education from 6th grade; training programs for unemployed teens; a large number of programs aimed at potential dropouts; helping to improve economic conditions of children's families; using school structure to operate neighborhood centers for instruction in health, birth control, etc.

Local leaders learned that the beneficiaries of these projects were excellent consultants, and they were brought in on advisory and governing boards in every project. The book would be of interest to citizens concerned about school reform.

Schrag, Peter. Village School Downtown: Boston Schools, Boston Politics. Boston: Beacon Press, 1967.

Schrag employs a political and sociological analysis to explain the traditional and generally conservative nature of the Irish-dominated Boston school system. The book discusses the Louise Day Hicks phenomenon, the failure of various liberal factions and coalitions to effectively combat the segregated neighborhood school, and the objective economic conditions inherent in a city with an inadequate tax base. The solution, Mr. Schrag believes, lies in the notion of the "metropolitan school system." Suburban hypocrisy must be condemned and metropolitan responsibility assumed. Urban education must be seen as an integral part of urban planning because it lies at the root of any attempt to make the cities more livable. The metropolitan school system would spread the cost of public education in the cities out into the suburbs while making urban life and urban advantages such as cultural institutions more real and accessible to suburban people. Decentralization and citizen participation within the schools are seen as critical to the process.

Among the specific projects and problems discussed are these:

1. Operation Exodus: grassroots black movement which took advantage of open enrollment when the Boston school board refused to go

through with any action against de facto segregation. Privately financed.
2. METCO: suburban liberal and inner-city black cooperation, using federal funds, which bussed hundreds of kids out to suburban schools.
3. Middle class nature of most busing programs and alternative schools which only provide a "way out" of an unacceptable situation for a few.
4. The educational bureaucracy and its political and economic interest groups.

Sizer, Theodore R. "The Case for a Free Market." Saturday Review, 11 January 1969, p. 34.

Sizer reviews the concept of "marketplace competition" as the path toward badly needed educational reform and innovation. Far different models are analyzed: 1) decentralization, 2) alternative schools, 3) commercial competition and 4) voucher systems. Sizer himself makes several recommendations in favor of injecting competition into the educational system; he suggests decentralizing decision making, hiring, and expenditures while centralizing responsibility for raising taxes, special services, and evolution of schools. His major point is that the educational system must now begin to discriminate, not against, but in favor of poor and minority school children through added money and innovative programs.

Thomas, George B. "Learning at a Conference." Phi Delta Kappan 49, No. 8 (1968) 447-48.

At the Harvard conference on city school problems held in January, 1968, the ideological split between whites and blacks became obvious when black educators formed a separate caucus and developed their own position paper. Thomas, the assistant dean of the Harvard Graduate School of Education who convened the conference, discusses the problem of white liberal integrationist theory vs. black militant segregationist position. Insisting that blacks must have the right to run their own schools, he calls for white educators to assist in training and organizing new educators to work in such schools.

Toffler, Alvin. The Schoolhouse. New York: Frederick A. Praeger, 1968.

This book includes transcripts of speeches given at a conference held in Stanford in 1968 of government officials and authorities in sociology, psychology, education, civil rights, architecture and urban planning, in addition to other relevant articles.

The forward emphasizes that the focus is on the "physical facilities and their impact on educational programs as well as on the relationship of school and city. The premise is that children are influenced

by their immediate local environment. Three chapters summarize briefly master plans for physical plants in three large cities--Brooklyn, Pittsburgh, and Baltimore. In sections entitled "The City," The System," and "The Schoolhouse," Mr. Toffler deals with the problems of the city, the social needs to be filled by the school, suggestions for different ways to integrate the needs of the community, and the psychological needs of children within the structure of the school system, whether it be decentralization, community centered schools, alternative schools, education clinics, education "parks," combined occupancy of the same land site by educational and other public or private facilities, or learning centers.

United States National Advisory Commission on Civil Disorders, Report. Washington, D.C.: U. S. Government Printing Office, 1968. (Also published by Dutton, 1968, and Bantam, paperback, 1968, with introduction by Tom Wicker.)

Known as the Kerner Report, this book details the findings and recommendations of the national advisory commission that investigated the black urban riots in the summer of 1967. It discusses the history and setting of the major disturbances in Newark and Detroit and analyzes the factors contributing to the disorder.

Of particular concern to the topic of community control of schools are three chapters in the section of recommendations made by the commission. Chapters ten and sixteen discuss the problems of the black ghetto in general--emphasizing the lack of contact between government and people and the great need for responsive government and increased community participation in decision making under the rubric of "maximum feasible participation." Of the two alternatives available to ameliorate conditions in black ghettos--enrichment and integration--the commission favors integration, arguing that enrichment of segregated communities will never provide full equality and will be socially divisive.

Chapter seventeen deals with the problems of black inner-city education. The commission concludes that the present educational system is failing black children for several reasons--segregation, poor teachers, overcrowding, poor facilities, insufficient money, and poor community-school relations. The commission makes detailed suggestions to alleviate the problems. Although the value and necessity for increased community participation in schools is emphasized, the commission does not recommend real community control. Integration, rather than black-attended, black-administered school systems, is the goal that the commission sets in order to improve the quality of urban education.

West, E. H. "Home-School Relationships." Journal of Negro Education 36 (1967) 349-52.

This editorial stresses that among the educational changes which

should be further explored to improve the performance of disadvantaged children, attention should be given to devising more and greater varieties of ways in which the home may be actively involved with the school. The author examines the historical tradition of schools's attempts to correct home deficiencies and the effects this attitude has had upon school personnel, then calls for a reversal of past behavior with respect to parent participation.

Woock, Roger R. "Community Operated Schools--A Way Out?" Urban Education 3, No. 3 (1968) 132-42.

Woock points out, with reference to specific cases, the failure of and unrealistic natures of both compensatory programs and desegregation efforts as attempts to improve the drastic state of nonwhite education. He raises the issue, finally, of the nonwhite demand for local control in education as a solution. The intelligent questions he asks concerning implementation of that policy are helpful.

Wright, Nathan, Jr., ed. What Black Educators Are Saying. New York: Hawthorn Books, 1970.

This collection of mostly short articles and essays by black people involved in education is on various topics concerning blacks and education. Some of the authors are among the more controversial participants in the New York City I.S. 201 and Ocean Hill-Brownsville episodes. Of particular relevance for citizen participation, especially by blacks, are:

Part 4, "Educational Redefinition"
Boggs, Grace Lee. "Toward A New System of Education"
Johnson, Edwina C. "An Alternative to Miseducation for the Afro-American People"

Part 5, "Community Involvement and Action"
Vann, Albert. "'Community Involvement' in Schools"
McCoy, Rhody. "Why Have an Ocean Hill-Brownsville?"
Wright, Nathan, Jr. "Our Schools"
Montgomery, M. Lee. "Our Changing School and Community"

See also Section 1 for

Conant, James. The Child, the Parent, and the State.

Section 4: SCHOOL POLITICS

Agger, Robert B., "The Politics of Local Education." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

In May 1960, the voters of Eugene, Oregon, approved a school budget that exceeded the constitutional limitations while simultaneously voting down a proposal to establish public kindergartens. Mr. Agger's article seeks to illuminate the factors which determine in this case the political configurations behind educational policy, in the hope that knowledge thus gathered will be of use in cases involving other communities.

The article is a paradigm of serious, scholarly research. The author has investigated the matter thoroughly and supports his conclusions with a welter of evidence including numerous charts. Voters are broken down into a series of classifications, and the history of the proposals is scrutinized. While the selection does not directly involve citizen participation in the "movement" sense, it is highly instructive as to another aspect of citizen involvement in education.

Alford, Robert A. "School District Reorganization and Community Integration." Harvard Educational Review 30, No. 4 (1960) 350-71.

The question of the reorganization of school districts exposes the conflict between two fundamental school functions or needs: 1) the unification of adjacent small districts in the interests of educational efficiency and national standards, and 2) the development of schools as community institutions with local control and participation.

The dilemma is, generally speaking, one which bears on all aspects of the growing modernization, centralization, urbanization, and standardization of society. The discussion is relevant to the question: Are the schools instruments for the larger society? The article is a specific story of school district reorganization in one California county.

Alsworth, Philip L. and Woock, Roger R. "Ocean Hill-Brownsville: Urban Conflict and the Schools." Urban Education 4, No. 1 (1969) 25-40.

In this thoughtful article the authors analyze the Ocean Hill-Brownsville controversy. The analysis comprises two sections, the first discussing educational questions and the second covering political and social implications. Among the educational questions surveyed are the increasing segregation of urban schools, the poor performance of minority children on standardized tests, and the objectives of community control. Political and social implications discussed include the financial considerations, the implementation of community control, and the role of teachers's unions.

Anderson, James G. Bureaucracy in Education. Baltimore: Johns Hopkins Press, 1968.

The author reports on an empirical study which examines in detail the growth, functioning, and consequences of bureaucratic rules within the public schools. The study, data for which were derived using the analytical techniques of survey research, is relevant to citizen participation in education, particularly as a means to understanding the reasons for and nature of the school bureaucracy, which is such a large element in the power structures of all urban school systems. Particularly pertinent are Anderson's observations on the reasons behind frequent resistance to change by bureaucracies and his discussion, in chapter six, of the effect on the bureaucracy of its "clients"--students and their parents.

Anrig, Gregory R. "Decentralization Controversy: Some Relatively Objective Views." American Education 5 (1969) 2-3.

The author points out that decentralization is not a panacea, then lists several issues where decentralization poses difficulties: racial integration, limited tax base, metropolitanism, and teacher militancy. He then recommends a series of steps that should be taken in any community prior to embarking headlong into decentralization. These recommendations all involve careful planning and consideration to precede the implementation of a decentralized system.

Armstrong, Richard. "McGeorge Bundy Confronts the Teachers." New York Times Magazine, 20 April 1969, p. 25.

This article recounts the role of the Ford Foundation in the Ocean Hill-Brownsville struggle. Particular emphasis is given to Foundation-UFT disagreement.

Bard, Bernard. "Is Decentralization Working?" Phi Delta Kappan 54, No. 4 (1972) 238-43.

The fact that decentralization in New York City has not achieved its grandiose expectations must be tempered with the knowledge of the teachers union's adamant opposition and undermining of the plan. Bard reports that the 1972 negotiations between the UFT and the 31 local school boards was an unqualified success for the teachers--obstructing virtually all of the local boards's attempts at tighter community control and accountability of staff. Bard concludes that the teachers' big weapon of a paralyzing walk-out is an overpowering threat to the plans and hopes for improved education as a result of decentralization and community control.

Becker, Howard S. "The Teacher in the Authority System of the Public School." Journal of Educational Sociology 27 (1953) 128-41.

Becker's paper discusses the authority problems of the urban public school teacher. Only the first section, entitled "Teacher and Parent," is germane to citizen participation in education.

Bendiner, Robert. The Politics of Schools: A Crisis in Self-Government. New York: Harper and Row, 1969.

Bendiner focuses on school boards, among the political elements in the politics of schools, and examines the degree to which boards contribute to solving the great problems confronting contemporary public education, in which he includes the equal education of the children of the rich and the poor and the successful management of the conflict between tight funding and the need to raise academic standards.

Addressing himself primarily to lay citizens who are concerned with the plight and future of school systems, Mr. Bendiner somewhat anecdotally includes many descriptions of the experience of individual cities. He discusses in some detail (especially in chapters five, "The Board and the People," and twelve, "The Desperate Throwback") the more or less recent meanings and value of local control, community control, decentralization, and related terms. He observes that local control, viewed as a controversial new solution to school problems as Bendiner was writing, was until recently a bogey of progressives, considered moribund or anachronistic.

Berube, Maurice R. "Black Power and the Learning Process." Commonweal, 11 April 1969, p. 98.

Berube considers the failure of public education to educate black children as a product of the absence of factors building self-identity and in light of the failures of education as a means to economic improvement for blacks. He also discusses the possibility of the development of Jencks-Friedman style, publicly funded private schools.

This is one of a number of articles by Berube in Commonweal between 1967 and 1969 on New York City school politics.

Berube, Maurice R. and Gittell, Marilyn, eds. Confrontation at Ocean Hill-Brownsville: The New York School Strikes of 1968. New York: Frederick A. Praeger, 1969.

A collection of documents and analyses, Confrontation at Ocean Hill-Brownsville attempts to provide an accurate account of the struggle for community control that prompted the New York City school strike

in 1968. In order that the reader may reconstruct the series of events, the articles are arranged in order of their development. Editorial summaries at the beginning of each chapter and a brief chronology in the appendix also facilitate understanding.

The authors believe that the fight for community control is a power struggle; parents must be able to hold teachers and principals responsible for their actions. However, Berube and Gittell have not neglected to present both sides of the arguments. Articles by Rhody McCoy, Nat Hentoff, Sandra Feldman, Michael Harrington, and others are juxtaposed as they appeared in newspapers and magazines during the late 1960s. Parts of the Bundy, Botein, Niemeyer, and Rivers reports and excerpts from the UFT policy on decentralization, the Board of Education policy statement on decentralization, and the statement of the Ad Hoc Committee to Defend the Right to Teach illustrate some major issues such as the deliberate confusion of decentralization and community control, anti-Semitism, racism, and the future (if any) of urban school reform.

Briner, Conrad. "Local Control Imperative to Educational Freedom." American School Board Journal 153, No. 1 (1966) 10-11,27.

Briner makes a reasoned case for local control, drawing a distinction between administration and policy making.

Brooks, Thomas R. "Can Parents Run New York's Schools?" Reporter, 11 January 1968, p. 20.

This article does not reach a conclusion, but reviews the motivations for, and the early stages of, the three experimental decentralized school districts in New York City--Ocean Hill-Brownsville, I.S. 201, and Two Bridges. It should be particularly interesting for those wishing to obtain an objective view of these experiments prior to the beginning of the 1968 controversy.

Brooks, Thomas R. "Tragedy at Ocean Hill," Dissent 16, No. 1 (1969) 28-40.

This report on the 1968 New York teachers' strike and its ramifications concentrates sympathetically on the position of the teachers union in the conflict. It presents a standpoint on the role of the union different from the one most often reflected in accounts of the strike and, as such, it is significant.

Brownell, Samuel M. "Desirable Characteristics of Decentralized School Systems." Phi Delta Kappan 52, No. 5 (1971) 286-88.

Samuel Brownell, of Yale University, outlines the characteristics of a decentralized city school system and follows the hierarchy of authority from the teacher, to the principal, to the local subdistrict, to

the citywide district. Among the advantages offered by such decentralization are greater citizen participation in school policy and activities and encouragement of innovative programs. Brownell is emphatic, however, about the need for integrated schools and subdistricts--even if that means that the school subdistrict does not serve one local community area.

Buchan, W. J. "Community Action: Education Is an Imperative to Solving Problems." Clearing House 47 (1973) 451-54.

The author, citing at length a personal experience working with gang members in Queens, New York, suggests that community education is the most viable means of coping with the rise in crime and violence in urban schools. He expresses reservations about the present employment of guards in the schools, pointing out their inadequate training and the minimal pay scale involved. The article is valuable because of the case study it includes.

"The Bundy Report: A Critical Analysis." Center Forum 2, No. 8 (1968) 7-9.

This article scores the decentralization plan proposed in the Bundy Report. Particularly criticized are the assumptions inherent in the report that 1) the New York City school system suffers from excessive rigidity, and 2) that parents can solve the problems of education. The authors also express reservations as to the role parents will actually play under decentralization, as to the "proven" higher quality of small town and suburban school systems, and as to what decentralization will do to integration.

Buskin, Martin. "Community Control at the Crossroads." School Management 13 (1969) 31-36.

The author is concerned with the effects of the Ocean Hill-Brownsville controversy on community control in New York City. After first describing the general situation and summarizing the history of the controversy, he interviews four of the individuals most involved in the question of New York City decentralization: Jules Kolodny, Secretary of the UFT; Rhody McCoy, Unit Administrator of the Ocean Hill-Brownsville District; Walter Degnan, President of the Council of Supervisory Associations; and Blanche Lewis, President of the United Parents Association.

Calvo, Robert C. "Issues and Problems in Decentralization." Clearinghouse 46, No. 9 (1972) 540-52.

Mr. Calvo discusses the meaning of decentralization, arguing for and against it, and the political environment for current attempts to decentralize or to block decentralization.

Campbell, A. Hank. "Educational Policy-Making Studied in Large Cities." American School Board Journal 154, No. 3 (1967) 18-27.

This is a preliminary, partial report of findings of a study of policies and policy making of large city educational systems, made under the auspices of the Maxwell Graduate School of Syracuse University. It focuses on the decision making environment of the systems studied, emphasizing the socioeconomic, fiscal, and governmental environment, and presenting some hypotheses on the political environment. Footnotes refer to more detailed publications of the results of parts of the study.

Campbell, Alex. "Lindsay's Poor, Rich City." New Republic, 16 November 1968, p. 13.

One of the pro-UFT articles, "Lindsay's Poor, Rich City" sketches the background that led to the school crisis. New York is seen as a city of sharp contrasts, but Mr. Campbell denies that it is a dying city.

Carter, Barbara. Pickets, Parents and Power: The Story Behind the New York City Teachers' Strike. New York: Citation Press, 1971.

The author's description and analysis focuses on the Ocean Hill-Brownsville experience in New York City as a conflict over the issue of community control and a search to establish accountability for education in the ghetto. Ms. Carter starts with the I.S. 201 controversy in 1966 and ends with the absorption of Ocean Hill-Brownsville into another school district. In between she examines the participants in the fight, particularly the local school board and the United Federation of Teachers.

The author suggests that the conflict was caused by 1) the appalling state of ghetto education and failure to do anything about it; 2) a continuing increase in segregated schools in the North; and 3) aspirations let loose by the concept of "maximum feasible participation" of the poor in programs for them--popularly translated, in this context, to mean community control. This not only covers the material but also is very readable.

Caughey, John. "Decentralization or Integration in Los Angeles?" Integrated Education 9, No. 4 (1971) 39-44, and Johnston, William J. "Integration and Decentralization in Los Angeles." Integrated Education 9, No. 6 (1971) 12-14.

The first article of this discussion of the Los Angeles decentralization plan argues that the plan would confirm segregation; the second article disputes that claim.

Caughey, John, and Caughey, LaRee. "Decentralization of the Los Angeles Schools, Front for Segregation." Integrated Education 7, No. 5 (1969) 48-51.

The authors analyze the Los Angeles decentralization plan in the light of the contention that the plan will tend to confirm segregation.

Cohen, David K. "The Price of Community Control." Commentary 48, No. 1 (1969) 23-32.

Cohen first states and analyzes three assumptions behind the abandonment of the traditional liberal approaches to school reform in favor of decentralization and community control. He concludes that these approaches cannot be said to have failed; rather, the failure of reform lies in the absence of operational political strategies to unite whites and blacks behind programs to improve the relative status of black children. On this basis, Cohen proceeds to a forceful analysis of the political framework for decentralization or community control. Criticism, with Cohen's reply, appears in the September 1969 (pp. 4-10) and November 1969 (pp. 12-20) issues of Commentary.

Corbett, Anne. "The Lesson of New York." New Society 12, No. 301 (1968) 11-13.

A British journalist, in giving her impressions and narrative of the Ocean Hill-Brownsville dispute, focuses on the element of parent participation.

Cunningham, Luvern L. "Decentralization: A Forward Step?" Nation's Schools 83 (1969) 61-64.

While accepting the increase of community control and decentralization and explaining the genesis of both Mr. Cunningham cautions that the two phenomena should not be confused, that they are separate issues, and that they are not inextricably linked to one another. The author is not convinced of the benefits of decentralization, but feels that sociological forces compel its adoption and that its various aspects must be studied carefully.

Day, D. E. and George, L. Y. "Effecting Change in Inner City Schools: Some Reflections." Journal of Negro Education 39 (1970) 4-13.

The authors contend that the degree to which a school can become relevant to the urban disadvantaged and productive in furthering their needs is dependent upon its teaching behavior and style, its curriculum, and its degree of teacher participation in curriculum and school organization decisions. The authors then examine these factors as they relate to a large inner-city education improvement project. Theirs is a highly sociological and informative article, laced with valuable insights.

Decentralization and Community Involvement: A Status Report. Educational Research Service, Circular No. 7 (1969). NEA Research Division and the American Association of School Administrators.

This is a report of a 1969 inquiry of the ERS into the status and nature of decentralization and/or community control or participation in big city school systems. The 32 systems identified are arranged in 9 categories, the succession representing a move closer and closer to the establishment of semiautonomous community school boards. A summary of the study is in the National Education Association Research Bulletin 48, No. 1 (1970) 3-6.

Dentler, Robert A. "For Local Control in the Schools." Atlantic Monthly 223, No. 1 (1969) 77-79.

A sympathetic examination of decentralization, as it developed in New York City in 1968, the article includes reference to the "culture" of the public schools. For a previous article in Atlantic Monthly opposing decentralization, See Everett, J. R.

Derr, R. L. "Meeting Community Demands for Decentralization of Control." School and Society 98 (1970) 362-63.

The author claims that school boards, taking their cue from the disastrous Ocean Hill-Brownsville Controversy of 1968 regarding the community's right to fire or hire teachers, should channel the citizens's interest into less destructive pursuits, specifically constructing a community educational philosophy to guide the schools. He then proceeds to analyze this possibility and to state the factors that must be present for it to be viable.

"Discussion--Disqualified?" New York Times, 25 May 1969, p. 118.

This discussion contains two letters which were written in response to Richard Armstrong's April 20, 1969 article, "McGeorge Bundy Confronts the Teachers."

Epstein, Jason. "The Brooklyn Dodgers." New York Review of Books, 10 October 1968, p. 37; "The Issue at Ocean Hill," New York Review of Books, 21 November 1968, p. 3.

These two articles analyze the conflicting interests behind the New York City school strike, examining in detail the feelings in the Ocean Hill-Brownsville community, the positions of the teachers union, and Epstein's projections for the future.

Epstein, Jason. "The Politics of School Decentralization." New York Review of Books, 6 June 1968, p. 26.

The author analyzes school decentralization in New York in a review of the Bundy Report. The article is useful both for its extensive materials on the context of the Bundy Report and decentralization and its discussion relating the decentralization experience in New York to a wider context of struggles by ghetto residents.

Epstein, Jason. "The Real McCoy." New York Review of Books, 13 March 1969, p. 31.

Mr. Epstein reviews Martin Mayer's book, The Teachers Strike: New York 1968. He makes a wide-ranging attack not only on Mayer's factual accuracy but also on his interpretations of the conflict between the New York teachers union and local residents in Ocean Hill-Brownsville. In the course of the review, Epstein sets out his own ideas, alongside those of Mayer.

Everett, John R. "The Decentralization Fiasco and Our Ghetto Schools." Atlantic 222, No. 6 (1968) 71-73.

Everett attacks what he considers to be the fallacies behind the theory of decentralization, as it developed in New York City in 1968, and the likely results of the policy. For a subsequent article written from an opposing position, see Dentler, R.H., Atlantic.

Fantini, Mario D. "Implementing Equal Educational Opportunity." Harvard Educational Review 38, No. 1 (1968) 160-75.

Analyzing the various intervention alternatives for the educational crisis, Mr. Fantini makes the case for community control and decentralization. One point of particular note is his perception of the black power separatist aspects of decentralization as the necessary preconditions for genuine integration. White and black, he believes, can only truly connect in the context of quality education on a basis of parity.

The author remains one of the best proponents of community participation and decentralized governance. His analysis of the pitfalls involved in compensatory education, model subsystems, desegregation, and parallel alternative systems has been largely confirmed in the five years since the article was written.

Featherstone, Joseph. "Choking Off Community Schools." New Republic, 19 July 1969, p. 16.

This is a description of the New York City "decentralization" bill of 1969 and its probable effects.

Featherstone, Joseph. "Community Control: Down but Not Out." New Republic, 9 August 1969, p. 11.

The second in a three-part series (see "Choking Off Community Schools" and "The Problem is More Than Schools" in The New Republic), this piece explores the effect of the supposed "decentralization bill" passed by the New York State Legislature. The focus of this article is on the effect of the new school districts on the three demonstration districts.

Featherstone, Joseph. "Community Control of Our Schools." New Republic, 13 January 1968, p. 16.

Written before the compromise decentralization law was passed, this article brings out an extremely important question--what will decentralization mean in terms of teaching and learning? While reviewing the roles of the UFT, the Board of Education, the Bundy panel, and the decentralization advocates, Mr. Featherstone cautions that even if the fight is won, locally elected school boards do not guarantee the end to parental powerlessness and the beginning of community control. This would merely be a fulfillment of the minimum demands for participation. Maximum participation is defined as having schools that "systematically involve the parents in the life of the school... and give parents a sense that they can play a role in shaping their children's future."

Featherstone, Joseph. "Correspondence." New Republic, 26 April 1969, p. 39.

The first letter in this column is one from Martin Mayer in response to Joseph Featherstone's "Community Control of Schools" in the March 29, 1969 issue of The New Republic. Mr. Mayer defends his book, The Teacher Strike, against the charge (amongst others) that it is trivial. A reply follows by Mr. Featherstone which further explicates his original position.

Featherstone, Joseph. "The Problem Is More Than Schools." New Republic, 23 August 1969, p. 20.

The last of a three-part series (see "Choking Off Community Schools" and "Community Control: Down But Not Out" in The New Republic), this article reviews present trends--such as the search for a new professionalism, increasing despair with the educational system, and the migration to the suburbs by whites--and discusses their impact on decentralization. Possible benefits of and problems with community control of schools are also considered.

Featherstone, R. L., and Hill, Frederick W., "Urban School Decentralization," part 1: "The Bundy Report--What It Really Means," American School and University 41 (October 1968) 44-48; part 2: "Centralization vs. Decentralization: Pros and Cons," American School and University 41 (December

1968) 56-59; part 3: "The Questions That Need to Be Answered if Decentralization is to Succeed," American School and University 41 (February 1969) 30-32; part 4: "Two Models for Decentralized Districts," American School and University 41 (April 1969) 46-48; part 5: "Model and Future Possibilities," American School and University 41 (September 1969) 62-66.

This is a well-written overview of urban school decentralization. Part V presents the author's own model of an organizational structure including elements of both centralization and decentralization.

Fein, Leonard J. "The Limits of Liberalism." Saturday Review, 20 June 1973, p. 83.

The traditional alliance between the white liberals and the black civil rights movement has begun to deteriorate over the issue of community control. The blacks's call for local power and authority is in direct opposition to the traditional liberal values of equality, universalism, and secularism, instead it is a call for a new ethnicity and parochialism. Fein argues that the realities of American society, especially for blacks, have always been very far removed from the liberal ideal and that the community control movement, both political and educational, must be recognized as a valid and necessary policy of black people in their quest for legitimacy.

Gans, Herbert J., "The New School System." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

The author examines the educational policy making system of a new New Jersey suburban development, Levittown. He finds that while decisions there are made by a relatively small number of people, they are individuals who are generally responsive to the electorate. Consequently, most parents are satisfied with the status quo and have either favored maintaining existing structures or ventured no opinion. Still, a minority of citizens have intervened and come into conflict with administrators and board members. The study analyzes in detail this conflict and its resolution, with emphasis on the interaction between the civic group, the superintendent, and the existing power bloc.

Geltman, Mark. "Crisis in New York." National Review, 19 November 1968, p. 1160; editorial reply: 3 December 1968, p. 1201; rejoinder: 31 December 1968, p. 1324.

These short reviews provide a "conservative" perspectus on the 1968 New York City controversy.

Gittell, Marilyn. "Chronicle of Conflict." Saturday Review, 15 March 1969, p. 2.

Marilyn Gittell reviews the book The Teachers Strike, New York, 1968,

by Martin Mayer, which chronicles the history of the controversy over the Ocean Hill-Brownsville demonstration district in 1968. Gittell feels that Mayer's book does not treat the entire ideological and political struggle behind the specific battle over Ocean Hill-Brownsville. She feels the book does not do justice to the local board's hopes and difficulties, and she rather strongly disagrees with Mayer's conclusion that community control is "thoroughly impossible."

Gittell, Marilyn. Participants and Participation: A Study of School Policy in New York City. Praeger Special Studies in United States Economic and Social Development. New York: Frederick A. Praeger, 1967.

This empirical study of the political forces and the individuals who affect policy making in the New York City school system was initiated as a consultant's report to New York City's Temporary Commission on City Finances and presaged the Bundy Report. The findings provide the basis for observations on the changes necessary in such a policy-setting system as the one studied before basic improvements may be expected.

After detailing the potential participants in policy setting, Ms. Gittell analyzes five important areas of decision making: budget and curriculum planning, selection of superintendents, salary policy, and integration policy. Gittell found that in the New York system decision-making power had passed to a small central bureaucracy, to the stultification of change. No forces were present to broaden education policy and relate it to other city policy. The author suggests that any plan for change, in a school system such as New York's, must have as its first objective the diminution of bureaucratic power; any reorganization plan must embody a formula for decentralizing bureaucratic authority and expanding outside nonprofessional influences. The book closes with a specific plan for reorganization in New York City. There is an extensive bibliography.

Gittell, Marilyn. "Potential for Change: Community Roles." Journal of Negro Education 40 (1971) 216-24.

After remarking that community control is not revolutionary, but reformist, the author analyzes the Ocean Hill-Brownsville controversy and its portents for community control everywhere. She denounces the bureaucratization and professionalization that had come to mark school systems and explains the creation of the three experimental New York districts as an outgrowth of the frustration these conditions engendered. Her article includes both psychological and sociological implications of community control and concludes in a vigorous endorsement of citizen participation.

Gittell, Marilyn. "Problems of School Decentralization in New York City." Urban Review 2, No. 4 (1967) 27-28.

Gittell breaks down the concept of decentralization into its component planning parts and reviews what must be done in each sector if it is to be instituted effectively. At the time of this article, decentralization in New York City was still largely in the planning stage, and the article was intended to advise participants of what considerations would have to be dealt with in the coming days.

Gittell, Marilyn. "Professionalism and Public Participation in Educational Policy Making: New York City, A Case Study." Public Administrative Review 27, No. 3 (1967) 237-51.

In this study of the policy making processes of the New York City school system during the 1950s and 1960s, Marilyn Gittell depicts a large, bureaucratic centralized authority with emphasis placed on the idea of "professionalism." The New York Board of Education has almost isolated itself from outside pressures and influences, claiming expertise as the only proper criterion for policy and decision making. Other parties--such as the Mayor, state and federal departments and agencies, the superintendent and administrative staff, and local civic groups --are all found to have ill-defined powers and inputs into the educational process. Parent participation, except for the controversy over integration, is virtually nil. The overall picture is one of an ambiguous power structure with a poor and ineffective decision making and implementing apparatus.

Gittell, Marilyn. "Saving City Schools." National Civic Review 57, No. 1 (1968) 21-26.

Gittell discusses the need for decentralization and a wider role for the public in educational policy formulation. Noting the need for power as a part of meaningful participation, she sets her discussion in the historical context leading to current alienation of large parts of the urban population from formal policy making and reformers.

Gittell, Marilyn, and Hollander, T. Edward. Six Urban School Districts: A Comparative Study of Institutional Response. Praeger Special Studies in United States Economic and Social Development. New York: Frederick A. Praeger, 1968.

The authors report on a comparative study of the fiscal and administrative operations in six large urban school districts (New York, Chicago, Philadelphia, St. Louis, Baltimore, and Detroit). The study assumes that adaptability of a school district is its most important characteristic and identifies innovation as the primary criterion of adaptability. Three categories of factors believed to be causally related to innovation were studied: administrative organization of the district; allocation of financial resources; and the extent of participation in school policy making. Of these three categories

only public participation seemed to bear a direct and clear-cut cause-and-effect relationship with adaptability.

The authors examined participation in policy making on the hypothesis that most pressures for change in school systems are outside the system, originating in the community in which the system functions. The question of openness, and its relation to reform, suffuses the study. "Community participants" was one of four groups analyzed in the study of school structure and policy making. The authors also examined the degree to which potential participant-groups actually offered alternatives to professional thinking.

Goldbloom, Maurice J. "The New York School Crisis." Commentary 47, No. 1 (1969) 43-58.

Goldbloom describes major events in the New York school crisis in 1967-68, including the I.S. 201 dispute, the formation of the Ocean Hill-Brownsville Local Board, and the subsequent teachers's strike. His analysis is generally sympathetic to the goals of the teachers union and unsympathetic to the Ocean Hill-Brownsville Board. The Commentary of April 1969 (pp. 22-30) carries rebuttals to Goldbloom's article by Marilyn Gittell and the executive director of the New York Civil Liberties Union, in which these two take serious issue with some of Goldbloom's facts and interpretations. Also in the April issue is a rejoinder to these criticisms by Goldbloom. Taken together, the materials illustrate the strong disagreements provoked by the New York City events.

Cordon, Edmund W. "Decentralization and Educational Reform." IRCD Bulletin 4: 1-5, 5: 1-5, November 1968-January 1969.

Beginning by analyzing the role played in decentralization by different groups, the author scrutinizes what elements must be involved if decentralization is to lead to effective educational reform. The article is a cogent, thought-provoking analysis, limited by its short length. Included is a brief list of references.

Greene, Maxine. "Return to Community?" Teachers College Record 69 (1968) 484-90.

The author sees the Bundy Report as curiously analogous to de Tocqueville's criticism of centralization and to the desire to return to a traditional community. The article provides an overview of some of the reactions to problems of centralized school systems and of some of the proposed alternatives. It refers to the many published accounts of the failures of centralized school systems, recognizing the diversity of arguments for decentralization. Emphasizing the importance of keeping in mind the different interpretations of what's happening, Ms. Greene says that change is necessary but is uncertain about what kind of change.

Gross, Neal. "Who Applied What Kind of Pressures." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

This selection is taken from Mr. Gross's Who Runs Our Schools, elsewhere reviewed in this bibliography. The particular chapter included in this compendium involves an examination of who pressures superintendents and school board members. Mr. Gross ascertained this by sending out questionnaires to a large number of Massachusetts superintendents and board members in the academic year 1952-53. The results are charted under two headings: "Who Applied the Pressure?" and "About What Issue was the Pressure Applied?" The author examines the results and draws observations from them.

Havighurst, Robert J. "Metropolitan Development and the Educational System." In The Schools and the Urban Crisis, August Kerber and Barbara Bommarito, eds. New York: Holt, Rinehart & Winston, 1965.

Robert Havighurst again restates the argument for area-wide metrolpolitan schools systems that incorporate both urban and suburban communities under one central authority. Outlining the problems of the present racial and social class de facto segregation in modern metropolitan areas, the author feels that such separation is harmful to both rich and poor, white and black--especially in the schools.

Rather than continuing with present compensatory programs designed to relieve the urban education crisis, Havighurst argues that new metropolitan systems must be developed in which equal facilities and opportunities are provided to all children in properly integrated school complexes. He disputes the claims of the proponents of segregated community schools and insists that integration is a requisite for proper socialization in our democracy as well as enhanced academic achievement. However, local school boards should have fairly extensive administrative rights over community schools, within the larger hierarchy of a centralized authority controlling finances and major policy decisions.

Havighurst, Robert J. "Metropolitan Development and the Educational System." The School Review 69, No. 3 (1961) 251-67.

In the light of the continuing exodus of upper and middle class people from the inner city, Havighurst proposes a wide-range plan of "metropolitanism" in order to permit every individual the maximum freedom of choice of opportunity to better his living conditions. Within a plan for redesign and renewal of urban areas, Havighurst calls for a metropolitan school system with an area-wide educational authority over both urban and suburban schools; however, local boards would have basic control over community schools. More specific proposals include: integration of schools, work/study and vocational programs, community junior colleges, and adult education.

Havighurst, Robert J. "Urban Development and the Educational System." In Education in Depressed Areas, A. Harry Passow, ed. New York: Bureau of Publications, Teachers College, Columbia University, 1963.

This article reviews the phenomenon of the white middle-class exodus from urban areas and the development of the "lower-class" school. Havighurst introduces the concept of the "status ratio"--the ratio of upper and middle-class children to lower-class children in a school --and uses this formula, as well as case studies, to argue for integrated schooling with equal distribution of social classes. He gives evidence showing that lower-class children do better academically and have higher aspirations in mixed-class schools.

The author recognizes the problem of de facto segregation due to non-integrated housing and communities. He proposes plans for both improving lower-class schools--such as enrichment and work/study programs--and for promoting mixed-class schools through integrated housing and city planning. He discusses community input into local schools through community councils.

Hoffman, Marvin. "Conflict in a Counterfeit Community." New Republic, 9 November 1968, p. 19.

This article, written in the midst of the New York City School Crisis, cites the events and tensions that occurred in the Ocean Hill-Brownsville demonstration district. Hoffman enumerates other government projects in the district which failed to materialize and believes that actions by the Board of Education and the UFT may also kill community control. Conflict between the white, Jewish union, and the black district is also discussed.

Howell, Lloyd H. "Decentralization Patterns of Action in Great Cities." North Central Association Quarterly 44, No. 2 (1969) 257-60.

The author briefly discusses the historical roots of decentralization and the patterns of decentralization in twenty-six great cities, the three basic patterns being advisory councils, citizen control, and district boards of education. The author notes that decentralization plans current at the time of the article for the most part seek citizen involvement, with little attention to citizen control.

Itzkoff, Seymour W. "Decentralization: Dialectic and Dilemma." Educational Forum 34, No. 1 (1969) 63-69.

The author sorts out the philosophical and political rationale behind decentralization.

Johnson, Carroll F., and Usdan, Michael P., eds. Equality of Educational Opportunity in the Large Cities of America: The Relationship between Decentralization and Racial Integration. New York: Teachers College Press, Columbia University, 1968.

This book is the report of a Special Training Institute on Problems of School Desegregation, funded by the United States Office of Education and held at Teachers College from July 10-12, 1968 and consists of a uniformly excellent series of presentations given by distinguished authorities. The following addresses are particularly relevant to the field of citizen participation:

"Urban Schools: Issues in Responsiveness and Control," by John H. Fischer, President of Teachers College.
This presentation served as an introduction to the conference while calling for increased community control.

"The Case for School Integration," by Thomas Pettigrew, Associate Professor of Social Psychology, Harvard University.
Mr. Pettigrew, believing that social class milieu is extremely important in determining educational achievement, expresses apprehensions about decentralization.

"Metropolitanism and the Issues of Social Integration and Administrative Decentralization in Large Cities," by Robert J. Havighurst, Professor, University of Chicago.
This address is an optimistic appraisal of the probabilities of increased integration and metropolitanism in the coming years.

"Efforts to Desegregate and Decentralize the Administration of a Large City School System," by James F. Redmond, General Superintendent of the Chicago Public Schools.
After describing the systematic efforts in the Chicago schools to increase both desegregation and decentralization, the author observes what it's like to effect such changes in the front lines.

"Some Views on the Relationship between Decentralization and Racial Integration in Large City School Systems," by James Farmer, Adjunct Professor, New York University.
The author claims that, given current demographic and political realities, decentralization and community control must precede true integration.

Katzman, Martin T. "Decentralizing the Big City Schools." Urban Education 3 (1968) 156-68.

Decentralization is seen as a means toward creating greater equality of education for all ethnic and socioeconomic groups. Other alternatives and their consequences are briefly examined for inequalities.

Kerr, Norman D. "The School Board as an Agency of Legitimation." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

This well-documented and instructive selection explores different facets of the context and composition of boards of education which influence the relationship between the performance and background of board members.

The author, writing under a pseudonym, hypothesizes that under certain conditions school boards concentrate on legitimating policies of the school system to the community rather than representing the different factions of the community before the school administration. This perverse behavior, the author claims, is an organizational defense contravening the threat posed by local control to the system's institutional security. The conclusions are drawn primarily from research conducted in 1962-63 in two northern suburban school districts.

Kimbrough, Ralph B. "An Informal Arrangement for Influence over Basic Policy." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

Kimbrough believes that an informal arrangement of power and policy making exists in a great number of school districts and is of conspicuous significance. In this highly theoretical, provocative and informative article he postulates certain generalizations drawn from existing power studies which might be relevant to the educational policy making system. The generalizations are conceptual statements, on which the author expands, leading to the conclusion that critical educational decisions are made for school authorities, not by them.

Kristol, Irving. "Decentralization for What?" Public Interest, No. 11 (1968) 17-25.

Mr. Kristol makes a conservative argument against the present popular trend toward decentralization. Although admitting to the dangers of large centralized bureaucracies, he believes that decentralization may be even more of a nightmare. Decentralization must create strong local authorities with real political power--and Kristol doubts whether that goal is one that a heterogeneous society committed to racial integration and equality really wants. Believing the schools to be a scapegoat for the frustration of the blacks and poor, he insists that decentralization and community control would do much more harm than good for all concerned.

La Noue, George R. "Henry and Kerwin and Politics and Educational Policy." The School Review 75, No. 1 (1967) 76-91.

La Noue, of Teachers College, exposes the myth of educational autonomy from politics in his review of past studies and discussion of current problems. Claiming that all educational policies are related to the political process in spite of the supposed independence of educators, the author does believe that mechanisms must be developed to ensure academic freedom in local schools and institutions of higher education. La Noue feels that the destruction of the myth of autonomy may actually benefit the schools--especially in the area of closer cooperation between local government, political powers, and the school administrators.

La Noue, George R., and Smith, Bruce L. R. "The Political Evolution of School Decentralization." American Behavioral Science 15, No. 1 (1971) 73-93.

The author describes and analyzes the development of school decentralization as an issue in New York, Detroit, Los Angeles, and Washington, D.C., offering on this basis some tentative conclusions about the participants, issues, and outcomes of school decentralization politics. The research reported is based on a three-year study of the subject. The entire issue is devoted to urban decentralization and community participation.

La Noue, George R. "Political Question in the Next Decade of Urban Education." Teachers College Record 69 (1968) 517-28.

The author briefly examines six alternatives to present public school systems, which are now suffering from lack of public support. These alternatives range from private to public solutions and to sharing a middle ground. The author predicts a movement for parent or community control as well as increased involvement of the mayor in educational decision making, as a response to the factionalization created by decentralization.

Levine, Daniel V. "Integration in Metropolitan Schools: Issues and Prospects." Phi Delta Kappan 54, No. 10 (1973) 651-57.

The controversy over the merits of integration vs. segregation in education is restated and evaluated by Levine of the University of Missouri (Kansas City). The author leans strongly toward integrated schooling--arguing that integration improves both racial attitudes and academic achievement and that segregated "community" schools have shown no real progress toward bettering education. Levine supports such schemes as busing and educational parks that combine urban and suburban school districts, but is not very optimistic that such plans will be enthusiastically received or implemented by either the public or the educators.

Lieberman, Myron. "Let Educators Run Our Schools." Education Digest 25 (1959) 16-19.

Lieberman calls for a more centralized educational system. He believes that a national system of education is inevitable and will minimize the chaos extant in our democratic system. He also feels that the professional should be allowed a great deal of latitude in the performance of his role. The two concepts--professional autonomy and increased centralization--are, to his belief, linked and desirable.

Lyke, Robert F. "Representation and Urban School Boards." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institute, 1970.

Robert Lyke, of Princeton University, discusses the problem of unresponsive boards of education in large cities. From a study of the

school boards of two middle-size eastern cities, he shows that where the political powers are white and the schoolchildren are predominantly nonwhite, the school boards are not responsive to the needs and demands of minority parents and communities. All of the members of the two school boards admitted their lack of responsiveness to the public and justified it with four major claims: 1) community demands are irrelevant, 2) community organizations are irresponsible, 3) community organizations are illegitimate, and 4) school boards are limited in task and influence.

The author is quite pessimistic about the ability of a central board to respond adequately to the needs of the heterogeneous social system found in large modern cities. He states that better representation of minorities on school boards will not improve the situation and argues for decentralized systems, with autonomous local boards elected directly by the district. He also suggests further reforms to ensure greater responsiveness to the community, including an ombudsman to handle citizen complaints and full-time, paid professional positions for elected members of local school boards.

Manning, William R. "Decentralization: Problems and Promises." Bulletin of the National Association of Secondary School Principals 53, No. 339 (1969) 116-23.

The author, former Superintendent of Schools in Washington, D.C., provides a literate discussion of decentralization and its patterns, taking that phenomenon back to its causes.

Marburger, Carl L. "School and Community Roles in Effective Planning." Journal of Negro Education 33 (1964) 304-10.

Marburger feels that the schools at present will never satisfactorily prepare individuals for later life on their own and that urban schools, in particular, need increased community participation. He calls for the low-income family's involvement in the educational process and for the conceptualization of the schools as public facilities. Until community action does mark our schools, the dilemmas that beset the school will not be corrected.

Mayer, Martin. "Frustration Is the Word for Ocean Hill." New York Times Magazine, 19 May 1968, p. 28.

Mayer traces the events that led to the establishment of the Ocean Hill-Brownsville demonstration district. The article contains commentary from Rhody McCoy, the unit administrator, and ends with the opinion that McCoy should be given more power.

Mayer, Martin. The Teachers Strike. New York: Harper & Row, 1968.

This in-depth, subjective recapitulation of the events marking the New York teachers' strike of 1968 is divided into four sections, the first three of which represent a chronological examination of the sequence

of occurrences that marked the strike, beginning with the establishment of the governing board of the Ocean Hill-Brownsville experiment in the spring of 1967 and culminating with the three successive city-wide strikes of autumn, 1968. The fourth section is comprised of a series of personal observations regarding decentralization and community control. The author views both skeptically and contends that education has become too professional to be left in the hands of amateurs.

The book's value lies in its portrayal of a situation needlessly gone sour because of the frailties and failures of participants to compromise. Its narrative reportorial style is enhanced by the author's access to personalities and inside information regarding behind-the-scenes occurrences.

McCoy, Rhody A. "A Black Educator Assails the 'White' System." Phi Delta Kappan 49, No. 8 (1968) 448-49.

This polemical attack, written by the former unit head of the Ocean Hill-Brownsville demonstration district, strongly denounces the white educational system and the control of white educators over the lives and futures of black school children. McCoy praises the new militancy and determination of black educators to gain control over their schools and develop the expertise to improve their children's educational lot.

McCoy, Rhody A. "The Formation of a Community-Controlled School District." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institute, 1970.

Rhody McCoy, who was the unit administrator of the controversial Ocean Hill-Brownsville demonstration school district in New York City, discusses his role in the formation of a working community controlled school system. He contends that the professional educators now running the urban schools are not oriented toward citizen needs and are defensive and deceptive in their dealings with the real clientele of the educational system--the public. Community control of schools is an essential step toward providing quality education for urban blacks and promoting self-determination, a positive self-image, and individual and community development.

Much of the article concerns the history of the Ocean Hill-Brownsville demonstration district. The author discusses at some length policies and problems in the areas of personnel, the governing board, the New York City board, the teacher's union, and the use of paraprofessionals.

Minar, David W. "Community Basis of Conflict in School System Politics." American Sociological Review 31, No. 6 (1966) 822-35.

This study focuses on the social roots and institutional consequences of conflict in school district politics. A central element of the

analysis is the presence or absence of conflict-management skills. Basic data for the study came from a sample of 48 suburban elementary school districts in Cook County, Illinois. Minar suggests that these suburban districts are fairly typical of the kinds of local units that govern most of American public education. The major conclusion of the study is that conflict is differently and more easily handled in communities with larger resources of conflict management skills and these resources are associated with indicators of social status.

Minar, David W. "Community Politics and School Board." American School Board Journal 154, No. 3 (1967) 33-38.

Minar examines the ambiguous boundaries of school system responsibility and the dilemmas created for school systems by the democratic ethos, concentrating on the position of the school board in these problems. He reports the results of some recent research and suggests some of the difficulties of popular participation in school system government.

Mudd, John. "The Rights of Parents." New Republic, 4 January 1969, p. 32.

Beginning as a rebuttal to Alex Campbell's "Lindsay's Poor, Rich New York" (The New Republic, November 16, 1968), this article defends decentralization as a move for "creative participation" against the charges that community control is a plot by antiwhite, antisemitic blacks to organize separatist school districts. In the process of this defense, Mr. Mudd exposes the true nature of the UFT's "decentralization" plan, as well as the union's $250,000 fight to block the passage of a decentralization bill by the New York State legislature. The consequences in the demonstration districts of the strike settlement are also discussed.

New York City, Mayor's Advisory Panel on Decentralization of the New York City Schools, McGeorge Bundy, Chairman. Reconnection for Learning: A Community School System for New York City. Praeger Special Studies in United States Economic and Social Development. New York: Frederick A. Praeger, 1969.

The "Bundy Report" is the result of the work of a panel charged with the investigation of arguments about means and consequences of decentralization in the New York City public school system. The panel was created in response to a legislative mandate to appropriate the New York schools budget according to the boroughs rather than to statewide criteria. The resulting report includes an evaluation of the problems of the present system, a blueprint for restructuring that system (including financial and personnel considerations), and consideration of the problems possibly to be encountered in the process of implementing the new system.

The "Bundy Report" is of significance in that 1) it recommended significant decentralization of the nation's largest public school system,

and 2) it served as a trigger for the intense two-year struggle in the New York school system, leading to the Ocean Hill-Brownsville issue and the teachers' strikes.

New York Civil Liberties Union. "The Burden of Blame: A Report on the Ocean Hill-Brownsville School Controversy." In The Politics of Urban Education, M. Gittell and A. Hevesi, eds. New York: Frederick A. Praeger, 1969.

The report reaches the following conclusions:

1) That from the beginning the central Board of Education attempted to scuttle the experiment in Ocean Hill-Brownsville by consistently refusing to define the authority of the local governing board.

2) That the United Federation of Teachers had used due process as a smokescreen to obscure its real goal, which was to discredit decentralization and sabotage community control efforts.

3) That there are serious shortcomings in existing board of Education standards of due process which have infiltrated the entire school system, and that if the Ocean Hill-Brownsville Board violated due process, it did so unintentionally by following the procedures prescribed by the Board of Education.

4) That the major burden of blame must fall on the Board of Education and the United Federation of Teachers.

These conclusions were reached after a thorough and chronological examination (detailed in the article) of the events surrounding the Ocean Hill-Brownsville controversy. The report also lists suggestions as to what pattern of behavior the Board of Education should follow to avoid future recurrences.

"Notes and Comments: New York City's School Crisis." New Yorker, 21 September 1968, p. 39.

A reporter gives an account of one day during the Ocean Hill-Brownsville crisis in New York City, describing the attempts of regular teachers to return to teach over the objections of the community.

Oliver, C. Herbert. "Community Control of Schools." In Conflicts in Urban Education, Sheldon Marcus and Harry N. Rivlen, eds. New York: Basic Books, 1970.

The Reverend C. Herbert Oliver, former chairman of the Ocean Hill-Brownsville Governing Board, provides a short and simple explanation of the movement among blacks for community control of schools. Taking a strong, black viewpoint, he explains the traditional philosophical and religious roots of the principles of self-determination, self-government, and equality under law, and argues that the present movement is simply an extension of those inalienable rights. He claims that the right and responsibility to educate children belongs solely to parents, who may delegate powers to professional educators, but not abdicate all authority over educational policy and practice.

A brief history of the conflicts and controversies surrounding the Ocean Hill-Brownsville demonstration district is given, with emphasis on the problems with the teachers' union and city board. Educational innovations, such as the bilingual program and black studies curriculum, are discussed. The editors posed several questions, concerning the demonstration district to Reverend Oliver, and his replies appear at the end of his article.

O'Neill, John. "The Rise and Fall of the UFT." In Schools Against Children, the Case for Community Control, Annette Rubenstein, ed. New York: Monthly Review Press, 1970.

This article, a unique history of the UFT in the sixties, makes it clear that the importance of teachers' unions can not be underestimated. It is a depressing story that John O'Neill, the former UFT Director of Organization and long-time Brooklyn school teacher, outlines in his analysis of the UFT's transition from a liberal, militant social reform union committed to improved schools for all to one desperately protecting its middle-class wages and professionalism at the expense of community control and better schools. Revealing his bias against Albert Shanker, he describes Shanker's role both as an individual and in context of organized labor's national leanings. Finally, he analyzes the June 1969 contract agreement, terming it a "financial success [for teachers and supervisors] and an educational disaster."

Ornstein, Allan C. "Administrative/Community Organizations of Metropolitan Schools." Phi Delta Kappan 54, No. 10 (1973) 668-74.

Ornstein outlines the arguments between the two types of decentralized administration of inner-city school systems: community control vs. community participation. He highlights his own study of 65 school systems that have decentralized, of which only two cities (New York and Detroit) have included community control in their plans. Presenting (in table four) arguments pro and con concerning the community control issue, he states that nearly all the available evidence affirms the position that centralized policy making is the best procedure.

Ornstein, Allan C. "Decentralizing Urban Schools." Journal of Secondary Education 46 (1971) 83-91.

This article summarizes the pros and cons of decentralization and explains why the clamor for such measures. Biased in favor of decentralization, it describes the New York City Bundy Report and the New York State Decentralization Act, then cites twelve themes around which the pro and con arguments about decentralization revolve. It exposes a series of myths about decentralization and concludes by advocating its trial usage.

Ornstein, Allan C. "Research on Decentralization." Phi Delta Kappan 54, No. 9 (1973) 610-14.

Ornstein calls for depolarization on educational issues between the races and asks for cooperation between the educational practitioner and the social researcher. The lack of good research and evaluation on decentralization and community control makes it impossible to determine if it is educationally sound, and the uncooperative and defensive attitudes of the black communities involved in such experiments makes the possibility for good research even more remote. Ornstein firmly believes that new black educators and social scientists have much to offer each other and the school children of the ghetto if they work together. He asserts that racial antagonism, just like sloppy research, only further polarizes and aggravates all problems.

Pettigrew, Thomas F. "A Return to the Common School: Student Composition, Achievement, and the Metropolitan Educational Park." In New Models for American Education, James W. Guthrie and Edward Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

Reviewing the studies that have been done on achievement of black children and economically-racially integrated classrooms, Pettigrew makes a strong argument against segregated schools--whether imposed by the white majority or chosen by the black minority. The analysis of the Coleman Report and another federal study, Racial Isolation in the Public Schools, demonstrates that lower-class children stand a much better chance of improved achievement in classrooms that are over 50 per cent middle- and upper-class. Of course, racial integration is an obvious corollary of the above finding, and further studies have shown that black children can perform better in classrooms with over 50 per cent white classmates.

Pettigrew proposes the "metropolitan educational park" as the model system that can achieve racial and economic balance. Located on the boarders of the inner city, these parks, with populations of about fifteen thousand pupils, would have both city and suburban children in attendance. The anticipated objections of the white majority are discussed, and incentives are proposed to gain support for the model.

The "metropolitanism" movement appears to be in opposition to the "community control" model for improving lower-class and black achievement in urban schools. Pettigrew admits the merits of decentralization and increased community participation, but firmly insists on integrated, not segregated, schools for urban blacks. He believes it is possible for increased community participation and local control to be incorporated in the metropolitan park model.

Poinsett, Alex. "Battle to Control Black Schools." Ebony 24, No. 7 (1969) p. 44.

Focusing on efforts to decentralize urban school systems, most of the article treats the New York City system. There is also some

reference to the Morgan School in Washington, D.C.

Polley, John W., Loretan, Joseph C., and Blitzer, Clara F. Community Action for Education. New York: Bureau of Publications, Teachers College, Columbia University, 1953.

The Bronx Park Community Project was a limited experiment in local autonomy and decentralization that took place in New York City in the 1940s and 1950s. This work examines that project from 1949 until 1952, or from its inception until it was fully functional. The book describes the attempt to combat the increasing distance between decision making and the local public.

The project's central task was to ascertain the community's areas of interest, develop recommendations for lay participation, and then determine the possibilities of enacting such participation within the context of existing administrative structures. The work combines the story of this project with theoretical observations pertaining to the experiment. The report is useful from a historical point of view.

"Position Paper of the Five-State Organizing Committee for Community Control." Phi Delta Kappan 49, No. 8 (1968) 450-51.

This paper, submitted to the Harvard Conference on Educational Subsystems (January 1968) by the separate black caucus, denounces the model of decentralized subsystems as a token modification that still maintains power in the hands of white educators. The caucus calls for a new coalition of black educators to establish an organization with the purpose of studying methods for blacks to gain control of local schools.

Resnik, Henry S. Turning on the System. New York: Pantheon Books, 1970.

In this subjective account of the Philadelphia school system in 1967 and 1968, a period of strife, the author intersperses the narrative with anecdotes. Much of the book concerns the participation by elements of the community in the politics of the school system.

Roberts, Steve V. "Control of Schools." New Republic, 28 September 1968, p. 11.

After an outline of the events leading to the UFT strike on behalf of nineteen teachers fired (by the local school board) in the experimental district of Ocean Hill-Brownsville, Roberts, a New York Times reporter, states that turning power over to the local board would increase the problems within the district. While acknowledging the need for some decentralization (huge bureaucracies become unwieldy), the need for bureaucracy and professional educators is stressed. As seen here, the problem is that educators are not doing their job, not that the schools should be run by a participatory democracy.

Roberts, Wallace. "The Battle for Urban Schools." Saturday Review, 16 November 1968, p. 97.

Written during the heated controversies and political turmoil of the 1968 New York City teacher strike, this article provides a good overview of the background of the problem and the issues at stake. Concentrating on the issue of decentralization and community control, Roberts argues that the strike is a result more of political and professional issues than educational ones. He also discusses plans and attempts at decentralization in other major cities.

Rogers, David. 110 Livingston Street: Politics and Bureaucracy in the New York City School System. New York: Random House, 1968.

This book may be the most comprehensive analysis available of one city's failure in education. Rogers discusses virtually all aspects of the problem in extraordinary detail. First and foremost, this book is about the "politics of futility" which result from attempts to spur the centralized and isolated Board of Education to reform. 110 Livingston Street documents the failure of attempts at desegregation from 1954 to 1968, carefully analyzing socioeconomic, political and educational forces. Rogers focuses on each interest group and organization's response to the educational crises of the sixties, from the civil rights boycotts to the demand for community control. In particular, the studies of the Board of Education, the United Federation of Teachers, the Superintendent's office, the bureaucracy, and the reform groups give a vivid picture of the complexities of motivation and the difficulties of action in such a gigantic system. The account of the grassroots organization of the black communities and the evolution of the community control coalition provides insights into the political realities and problems involved in organizing the alienated and the poor against entrenched forces. The fragmentation of the movement and its inability to fight the endless delays, double standards, and doubletalk of the board is a story as illuminating as the devastating critique of New York's "bureaucratic pathology."

Rogers's attempt to place the various socioeconomic forces, institutions, and ideologies in perspective--next to each other in a total picture--is a unique contribution to understanding the urban educational crisis. In a field still greatly dominated by emotion, theory, and morality, Rogers offers a vision of an immensely practical, nonillusionary sort. His book is not a polemic about human potential, but rather a successful attempt to give the reader the history and perspective necessary to learn the lessons of the past.

Rogers, David. "New York City Schools, a Sick Bureaucracy." Saturday Review, 20 July 1968, p. 47.

The author surveys the many problems of the deteriorating New York City schools in the belief that the unwieldy enormous centralized bureaucratic administration is responsible for many of these problems--for example, poor relations with citizens' groups and the community. In

fact, citizen participation is virtually impossible in such a system. The author calls for a restructuring, for decentralization to combat the problems.

Rubenstein, Annette, ed. Schools against Children, the Case for Community Control. New York: Monthly Review Press, 1970.

This fine anthology of fourteen articles, all by direct participants or close observers of the New York City school crisis of 1968, makes a strong case for decentralization of the New York schools. Published by the radical Monthly Review Press, it stands out particularly for its sensitivity to racism, its appreciation of the pivotal role of the trade unions--from the UFT to the building trades--and its sophisticated discussion of socialization, the culture of poverty, and the role of ideology.

Of the articles dealing with the history of various institutions throughout the sixties, John O'Neill's "The Rise and Fall of the UFT" is of particular interest. Other essays document the psychological and educational damage inflicted upon already disadvantaged pupils--for example, Doxey Wilkerson's "The Failure of Schools Serving the Black and Puerto Rican Poor" and Eleanor Leacock's "Education, Socialization, and 'The Culture of poverty'." The last few articles are more specifically political, focusing on the specific conflicts over desegregation and, later, community control.

The book is also useful in giving the reader a concrete understanding of the external barriers to decentralization and the internal weaknesses of the movement. Annie Stein and Suki Ports, two long-time New York City activists, describe the depressing background of the failure of desegregation attempts from the point of view of exhausted parent groups, and David Rogers discusses the Board of Education's role. In a fine case study of one community's attempt to assert control over the education of its children, "201--First Steps Toward Community Control,"--Charles E. Wilson relates how, without established models or any of the skills and experience necessary for institution building and on-going political activity, the community control movement fell into confusion and fragmentation. He believes the movement's critical weakness is a lack of ideology and shows why he thinks that only a political ideology which explains and anticipates the attempts at subversion and which give people a firm set of goals and priorities can mediate between the politics of protest and those of institution building. An afterword by Paul Sweezey places the urban school in the context of the overall development of the U.S. economy and the conflicting interests of national and local power elites or ruling classes.

Salisbury, Robert H. "Schools and Politics in the Big City." Harvard Educational Review 37, No. 3 (1967) 408-24.

This provocative article suggests that direct political-system control of the schools might be more effective in making the schools sensitive

to and instrumental in social change. The traditional view of a unitary school system was based on a vision of the schools as an essentially integrative force in a diverse society. Now it would seem to make sense to acknowledge the differences--especially race and class--and tailor education to the diverse needs of the urban population. Placement of the schools in the political world would successfully acknowledge the already political nature of urban education.

Saliterman, Gail. "Participation in the Urban School System: A Washington Case." In Citizen Participation: Effecting Community Change, Edgar S. Cahn and B. A. Passett, eds. Praeger Special Studies in United States Economics and Social Development. New York: Frederick A. Praeger, 1971.

This selection documents another instance of local school districts successfully inhibiting any citizen participation that attempts to alter the existing bias in favor of middle-class clients. The case study here presented involves Washington, D.C., and indicates the reluctance of a large urban school system to relinquish any management control or decision-making power. It is especially interesting because it involves prominent, articulate members of the community, and their failure reflects difficulties which any group, and not just the poor, can expect to encounter. By understanding the obstacles to citizen participation, the concerned individual might design strategies to circumvent or surmount them.

The article narrates the history of a model school division established in Washington, D.C. in 1964. As part of this effort a citizens advisory committee was appointed by the superintendent of schools, the assistant superintendent in charge of the model system, and the director of the local CAA. Ms. Saliterman then tells the harrowing story of how this advisory committee was rendered impotent by the very system that engendered it. At the end she draws conclusions from the incident and suggests how the knowledge gained from the experience might be applied elsewhere.

"School Decentralization: Legal Paths to Local Control." Georgetown Law Journal 57 (1969) 992-1056.

This law review note is a very professional, technical analysis of the legal aspects of school decentralization. The author discusses such diverse considerations as the relative advantages of redelegation and subdelegation of powers, the rights of the community board, labor problems, and the hypothesis that equal protection statutes might be a valid argument for community control. The article draws on specific case studies in its extensive examination of the myriad legal factors involved in school decentralization.

Schrag, Peter. "Siege at the Fortress School." Saturday Review, 18 November 1967, p. 82.

This brief article discusses the political involvement of the late 1960s toward decentralization and community control, referring to Harlem I.S. 201 as the model of the new school. Schrag anticipates a new set of problems for schools as the centralized, professional leadership breaks down, and comments that the adult of urban communities may actually benefit more from decentralization, at least for a while, than the school children.

Schwartz, Robert, et al. "Desegregation: Assessing the Alternatives." Nation's Schools 81, No. 3 (1968) 61.

The article discusses decentralization as one alternative in approaches to desegregation by pointing out that "decentralization" means different things to educators and to Black Power advocates. The article also includes discussion of the mutual compatibility of decentralization and other desegregation alternatives.

Selden, David. "School Decentralization: A Positive Approach." Teachers College Record 71 (1969) 85-92.

David Selden, the President of the American Federation of Teachers, taking a position counter to Fantini and Gittell, states that there is little evidence to support the thesis that decentralization yields constructive educational changes. He calls for moderation in the amount of community control of education.

Shanker, Albert. "A Communication: Schools and the Union." New Republic, 15 November 1969, p. 26.

This is a rebuttal by Albert Shanker to Joseph Featherstone's articles on the New York State Legislature "decentralization" bill.

Shanker, Albert. "What's Wrong with Compensatory Education." Saturday Review, 11 January 1969, p. 56.

Community schools, according to the author, are often seen as the best answer to the failure of compensatory education. However, the author believes that compensatory education has failed in the past because it wasn't tried in its best form. Local participation is good, but not the solution to the ills of the schools; more money and a different form of compensatory education is necessary.

Shedd, Mark R. "Decentralization and Urban Schools." Educational Leadership 25 (1967) 32-35.

After discussing some of the problems of urban schools, Shedd discusses

the need for decentralization, the possible paths it could follow, and type of climate that ought to evolve from such a step. Decentralization is seen as a possible way to revitalize urban school systems and make them more responsive to the needs of their students.

Sizer, Theodore R. "Report Analysis on the Bundy Report, 'Reconnection for Learning: A Community School System for New York City'." Harvard Educational Review 38, No. 1 (1968) 176-84.

Reviewing the Bundy Report and generally supporting its recommendations, Sizer nevertheless finds it inadequate. While supporting decentralization for its involvement of parents and more personalized services, he sees no reason to think that decentralization will deal with problems of financing or overall planning. Similarly, decentralization does not contribute to integration nor the development of the "open" society. Why must children go to only one school? How do we make integrated education attractive? How do we avoid making integration synonomous with the hegemony of the dominant white culture? These are the questions Sizer is concerned with. He implies that alternative schools in competition with mainline public schools would facilitate change. To this end, the public will have to have the money or the power to support alternatives they like.

Smith, Lincoln. "Democracy, Expertise, and Schools." Journal of Educational Sociology 36 (1963) 442-48.

Examining the relationship among voters, business interests, government, and academic interests with respect to control of the public schools, the author finds that emergent interests attempt to eliminate the town meeting form of government in favor of a more streamlined and efficient administration and that this results in increased political apathy in the community and threatens to disturb the traditional division of power in local politics. The article is a case study of Brunswick, Maine.

Spears, Harold. "Kappans Ponder Racial Issues in Education." Phi Delta Kappan 54, No. 4 (1972) 244-46.

A random sample of over 1,000 Phi Delta Kappans were asked to complete questionnaires concerning their opinions on racial issues in education. The major findings include: 1) 70% disagree with the merging of entire metropolitan areas in one administrative unit; 2) 80% believe that it is more important to upgrade neighborhood schools than to bus; 3) 77% disagree that improving quality education for minority children requires achieving racial balance in the classroom; 4) 65% agree that a child's learning ability is determined more by environment than genetic heritage; and 5) 54% agree that more money must be spent for educationally or culturally handicapped children than for others.

Stone, I.F. I.F. Stone's Weekly 16, No. 23 (November 1968).

The entire issue, devoted to New York City's school crisis, includes an account of a visit by Stone to the Ocean Hill-Brownsville district and a discussion of Rogers's 110 Livingston Street.

Stout, Robert T. and Sroufe, Gerald E. "Politics Without Power." Phi Delta Kappan 49, No. 6 (1968) 342-45.

This article is a description of the actions of the Daly City, California, Board of Education concerning the question of de facto segregation. The authors describe the tremendous difficulty of the board's attempt to reach and implement a decision on such a politically sensitive issue; attempts at community advisory groups, teacher committees, and university assistance all failed. Emphasis is placed on the necessity for local school authorities to enter the "game of politics" and make decisions on even highly controversial issues.

Stretch, Bonnie. "A Community School System for New York City." Saturday Review, 16 December 1967, p. 70.

This short article summarizes the major points and ideas of the "Bundy Report," commissioned by Mayor Lindsay of New York City in 1967. The report, entitled "Reconnection for Learning: A Community School System for New York City," was the impetus for the abortive decentralization attempts in New York and the Political imbroglio that followed. Stretch covers both the report itself and the mounting controversy that developed after its release.

"Struggle for Power in the Public Schools: Discussion." Teachers College Record 70 (1969) 387-93.

These selections from speeches given at the March 1968 conference of the National Committee for Support of Public Schools were collected in reaction to conflict over the issues of decentralization, control of schools, community involvement, and racism. They constitute pleas for and defense of community involvement from practical rationales.

Sullivan, Neil V. "How Did We Lose the Wheel? Or: It's Time for a New System." Saturday Review, 16 September 1972, p. 67.

Starting with the premise that our public school systems are not working, Neil Sullivan outlines a new model for school governance that combines elements of decentralization, community control, and accountability. Based on a plan developed by the late Senator Robert Kennedy in 1963 for Prince Edward County, Virginia, Sullivan's system incorporates several levels of local and regional boards of education that determine policy. School administrators, selected by the boards, would be held directly accountable for the progress of the schools in terms of the objectives set by the governing boards. Sullivan also maintains that teachers, students, and parents' committees must be involved both in setting policy and evaluating the performance of the school and administrators.

Swanson, Bert E. "Two Strategies for Power." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

This selection describes how two opposing coalitions attempted to influence a superintendent and the Board of Education. The article is about pressure, in this case pressure surrounding a controversy over school integration in New York City. Liberals and conservatives vied for the superintendent's and board's support, with the superintendent becoming so mired in the controversy as to become part of it. The selection is an enlightening case study of both citizen participation and the difficulties inherent in communications.

Testamark, Jelen; Edwards, E. Babett; Wilcox, Preston; and Peterson, Paul. "Case Presentation: I.S. 201." In The People vs. the System: A Dialogue in Urban Conflict, Saul Tax, ed. Chicago: Acme Press, 1968.

This selection includes remarks by three major participants in the community groups that precipitated the I.S. 201 controversy in New York City, followed by a brief comment by an outside observer. Part of a year-long workshop at the University of Chicago in 1966-67, it is valuable as a set of "first-hand" commentaries on the I.S. 201 situation, made while the controversy was fresh. The three participants advocate their conception of community control, while the observer suggests some alternative perspectives on the problems community control might create.

Thomas, George B. "Tension: A Tool for Reform." Saturday Review, 19 July 1969, p. 50.

George Thomas, of the Harvard Graduate School of Education, highlights several attempts at reform and community control in the Boston school system. He claims that the only way for concerned parents to force change on the static big city systems is by playing the game of "pressure politics." The two experiments in Boston that have shown any progress--The Model Demonstration Subsystem and the King-Timilty Advisory Council (both in Roxbury)--have used "tension" politics in order to achieve their demands and wrest some power from the central board and administration.

Thomas, Michael P. Community Governance and the School Board: A Case Study. Austin: University of Texas Press, 1966.

This carefully documented pamphlet is a study of an attempt to evaluate the decision-making role of a school board in Austin, Texas, as it related to power blocs within the community. It explores the relationship between the school board members and other influential leaders and examines overlapping voluntary associations between school board members and those same leaders on the theory that the network of such associations provides an effective channel for the interchange of opinions. While the discussion is limited to this one community, a number of the findings would seem generally applicable and useful for educational administrators.

Tobier, Arthur. "Decentralization, Waiting for Something to Turn Up." The Center Forum 2 (1967) 1-6.

Examining the period that immediately preceded the establishment of the Bundy Committee to study school decentralization in New York City, this article includes a survey of the early controversy about decentralization and of the New York City Board of Education's early responses to the incipient pressure for decentralization. It speculates on the impending Two Bridges and Ocean Hill-Brownsville projects and is most valuable for the early perspective it provides on a subsequent crisis.

Tyack, David B. "The Tribe and the Common School: Community Control in Rural Education?" American Quarterly. 24, No. 1 (1972) 3-19.

David Tyack, of Stanford University, provides a light-hearted and anecdotal history of local community control and power in the one-room rural schoolhouse. The schoolhouse was very much a center of the widespread community, and the rural "tribe" maintained street power over policy curriculum. The ignorance and provincialism of such rural communities, according to the author, created a poorly educated rural population as the metropolitan areas became increasingly modern in this century. Tyack contrasts the present trend of continued consolidations and centralization in rural school districts with the move toward decentralization and community control in urban areas.

Usdan, Michael D. "Analysis of New York City Participation Experiments." Theory into Practice 8 (1969) 267-70.

Usdan reviews selected aspects of the New York City participation experiments, reaching a series of interesting conclusions. He speculates that one source of the difficulties at Ocean Hill-Brownsville was the teachers unions' unwillingness to give up hard-won recent recognition. He suggests that the school crisis is only one aspect of a burgeoning conflict between organized public employees and minorities. He theorizes that the new political alignments within our cities must be recognized and considered, and he hypothesizes that urban educational experiments may have to be imposed on an all-or-nothing basis if they are to succeed.

Usdan, Michael D. "Citizen Participation: Learning from New York City's Mistakes." Urban Review 4 (1969) 9-12.

Mr. Usdan believes that the difficulties in New York City were not an isolated incident predicated on the uniqueness of New York's problems, but rather the crest of a wave that will immerse the nation. He draws lessons regarding teacher reaction to decentralization and the growing trend toward popular participation from the N.Y.C. experience.

Vaughn, F.H. "Forget About Decentralizing—If Your Principals Aren't Ready." American School Board Journal 156, No. 6 (1968) 24-26.

The author points out and explores the crucial role local principals must play in any effort to decentralize school systems to the local level.

Village Voice, 1968

The following series of articles, replies, and counterreplies from the Village Voice is useful in revealing the bitter feelings and lacerating rhetoric which surrounded the New York City decentralization controversy in 1968:

Hentoff, Nat. "Ad Hoc Committee on Confusion." 26 September 1968.

Hentoff derides a full-page advertisement taken by the Ad Hoc Committee to Defend the Right to Teach in the September 20 New York Times. He attacks various of the assertions made therein regarding the Teachers Strike of 1968. To wit: "The real issue now is job security," and "Decentralization is not the issue." He excoriates the United Federation of Teachers, pointing to others' malicious intentions (to eliminate community control) for calling the strike and indicting their recourse to due process as a convenient step taken without any real conviction.

Harnett, Patrick. "Community Control: Solution or SOP." 14 November 1968.

After implying the existence of a coalition of interests between the New York Times and members of the Black and Puerto Rican community, suggesting that the Times coverage has favored the latter in their struggle with the UFT, the author cites the Coleman Report as evidence that the schools' failure is due to the children's home environment, then quotes an article by Christopher Jencks as proof that the Ocean Hill-Brownsville strike and other such confrontations are of a primarily political nature. He concludes that community control as it is being advocated is a SOP to minority groups.

Harrington, Michael. "The Freedom to Teach: Beyond the Panaceas." 3 October 1968.

Harrington, a signatory and originator of the Ad Hoc Committee to Defend the Right to Teach, responds to Nat Hentoff's charges in the previous Village Voice and explains the concerns that motivated his own actions. He speaks against the panaceas of decentralization, criticizes the divisive effects of the strike, describes the issue of due process, denounces the vigilantism utilized by certain factions of the Ocean Hill community, praises the UFT's long-standing dedication to quality education, and suggests that public policy must not be vetoed by minority groups if societal order is to prevail.

Hentoff, Nat. "Mob Rule and Due Process." 24 October 1968.

Hentoff lists various instances of pro-UFT violence, criticizing the media for their failure (predicated on the race and class of the participants) to publicize these incidents. He criticizes Albert Shanker

for having escalated the rhetoric of the confrontation and accuses him of having become obsessed with power.

Hentoff, Nat. "Choices." 31 October 1968.

Hentoff accuses the UFT of deceit in distributing a pamphlet issued by a nonexistent parent organization.

Hentoff, Nat. "Harnett the Fabulist." 21 November 1968.

Hentoff dismisses the allegations made by Patrick Harnett in the previous week's Voice. Among the points refuted is Harnett's "corporate elite conspiracy" (as Hentoff dubs it). Furthermore, the excellent teaching conditions called for in Harnett's article are pronounced only possible as an aftermath of community control.

Harnett, Patrick. "Answering Nat Hentoff: One Fabulist to Another." 28 November 1968.

Harnett replies to Hentoff's criticism as being another fable, different in detail from his own, but equally panacean.

Hentoff, Nat. "Doing the Right Thing." 19 December 1968.

Hentoff condemns the hypocritical application of the law which has existed throughout the teachers' strike, terming it a double standard and citing a specific instance which supports his allegations. The right thing would be to apply the law equitably, he maintains.

Ward, Agee. "Ocean Hill: Education, Community, Power and the Media." Center Forum 3 (1968) 1-10.

This article reports the events, opinions, and experiences of the people of Ocean Hill from August to November 1968. The author attempts to encapsulate what was occurring in this neighborhood during the three teachers' strikes of 1968. Although objective and impartial in tone, the conclusions nevertheless are sympathetic to the community. Highly informative, the piece provides the reader interested in the Ocean Hill-Brownsville controversy with a close-up perspective of one of these communities.

Wasserman. Miriam, "The I.S. 201 Story." Urban Review 3 (1969) 3-15.

Wasserman, acting as an observer, writes about the development of the events at I.S. 201 in Harlem from its inception through the three teachers' strikes of autumn 1968. Although she is sympathetic to the efforts of those sponsoring and effectuating this attempt at decentralization, nevertheless, the article is valuable as first-hand background information on the I.S. 201 controversy.

Wasserman, Miriam. The School Fix, NYC, USA. New York: Outerbridge and Dienstfrey, 1970.

The School Fix, NYC, USA is the story of I.S. 201, an intermediate school in New York which became the focus of the fight for community

control in the late 1960s. In part 1, "Power and Status in the Schools," Ms. Wasserman describes the New York City school system and how it affects teachers and parents. While the illustrative cases are drawn almost exclusively from the Harlem schools, the similarities and/or differences in experiences of white, middle-class children and their parents are also discussed. The middle-class nature of the school system and its goals are shown by the attitudes of white teachers toward black and Puerto Rican students within the Harlem schools. Ms. Wasserman exhibits an admirable ability to understand both sides of the issue by depicting a thoughtful picture of the teachers' (low men in the school bureaucracy) positions as well.

Part 2 is entitled "The Struggle for Power and Status." Here the effects of the strikes of 1967 and 1968 as well as the roles of the New York City administration, the Board of Education, the Council of Supervisory Associations, the media, the United Federation of Teachers, the parents--and individuals within and outside all these groups--become apparent in the battle for community control.

The third part of The School Fix, NYC, USA deals with the effects of irrelevant curricula and the uses of grades and privileges as instruments of control on students. The crushing of the "school rebels" (community control advocates) and the beginnings of the student movement are also recounted. The postlude consists of a more general discussion of the possibilities for and interrelationship between educational and political change. This book is a sensitive, fascinating protrayal of the "201 story," of interest to anyone concerned about the subject of citizen participation in the schools. It also contains an extensive bibliography.

Webb, Harold V. "Emerging Patterns of Public Control in U.S. Education." Canadian Education and Research Digest 8 (1968) 104-18.

Webb surveys exhaustively the various ways in which public control is currently exercised over education. Beginning with an examination of the statistical role played by education in our society, he then proceeds to catalogue at length numerous examples of public control at the federal, state, and local levels. The article deals with a panoply of organizations ranging from Congress to local school boards and is quite informative. However, citizen participation is only indirectly touch upon.

Westby, Cleve O. Local Autonomy for School-Communities in Cities, rev. ed. Published for Metropolitan School Study Council. New York: Bureau of Publications, Teachers College, Columbia University, 1947.

This 1947 New York City study of the potential for educationally effective school-community relations in local areas within large cities is based on the assumption that lack of participation in school affairs by the community, caused by centralization of the school system, reduces the effectiveness of the schools. It is particularly interesting now as a source of information on the concerns and methodology of several decades ago in the area of citizen participation.

"Who Controls the Schools?" Christian Science Monitor. 11 February 1969, p. 9.

Three men prominent during the 1968 New York City school crisis answer six questions on the meaning and potential of decentralization. These participants are C. Herbert Oliver, Chairman, Governing Board, Ocean Hill-Brownsville School District; John M. Doar, President of the New York City Board of Education, and Albert Shanker, President of the Teachers Union.

Wilcox, Preston. "The Controversy over I.S. 201." Urban Review (July 1966) 12-16.

Wilcox's letter, contained in this article along with an introduction explaining the beginnings of the I.S. 201 controversy, is of considerable historical interest. It seems to have been one of the earliest written appeals for community control in the 1960s, the period of the implementation of the I.S. 201, Two Bridges, and Ocean Hill-Brownsville projects in New York City.

Wilklow, Leighton B. "Laws, Programs, and Progress in School District Reorganization." Clearinghouse 42, No. 1 (1967) 49-53.

This article summarizes by state selected laws, programs, and progress as of 1967 relating to redistricting through state laws, in an effort to eliminate unmanageable organization in school districts.

Willie, C.V. "New Perspectives in School-Community Relations." Journal of Negro Education 37 (1968) 220-26.

Willie's article discusses the recent public recognition that the values and traditions which schools have transmitted to children are the values and traditions not of all the people, but of the dominant people of power. Schools are perforce political institutions and are involved in power considerations. School administrators are very much involved in these considerations, and while they have traditionally represented or catered to the dominant elements of the community, they must now rectify matters by concerning themselves with groups that are not dominant.

Wirt, Frederick, and Kirst, Michael. The Political Web of American Schools. Boston: Little, Brown and Company, 1972.

This book, a scholarly analysis of the political aspects of American public education, is predicated on political theory and comparative aggregate data that could serve as a textbook.

The first part of the book consists of an exposition of the elements of systems analysis as they apply to elements of our public educational system. As an introduction to the systems analysis concept applied to education, chapter 1 discusses the myth of the apolitical school. Chapter 2 considers the support provided by the schools to our governmental

system. Chapter 3 examines the historical sources of conflict in our social system and their transmission into our schools at the state and local levels of policy making. Chapters 4, 5, and 6 expand upon this at the local level, considering access channels, such as community power structures, groups that avail themselves of those channels, and the formal policy making structure of the schools. Finally, chapter 7 conducts a similar examination at the state level.

The second part of the book focuses on three major areas of school policy and the interlevel actions that occur in the policy making therein: "ESEA and Intergovernmental Relations"; "Southern School Desegregation"; and "Curricular Decisions in the Political System." The author concludes by examining the usefulness of systems analysis as a framework for the school system.

Yevish, Irving. "Decentralization, Discipline, and the Disadvantaged Teacher." Phi Delta Kappan 50, No. 3 (1968) 137.

A member of the New York City school system for 13 years, Irving Yevish presents the case for professional control of schools in this Kappan guest editorial. His condemnation of the Superintendent, the N. Y. Board, and most especially, Rhody McCoy and the Ocean Hill-Brownsville Governing Board is the major thrust of the article. He argues for recognition of the teachers' problems in ghetto schools and for removal of the "disruptive child"--a controversial issue in 1967. Yevish claims that under the circumstances New York's teachers have done well, and can do better if given authority to make educational decisions without interference from political groups, the Ford Foundation, universities, and parents of the children who attend the schools.

Zazzaro, J. "Lessons from New York." American School Board Journal 156, No. 7 (1969) 3-4.

The article summarizes a report on the New York City decentralization crisis made by the decentralization committee of the Council of Big City Boards of Education, an arm of the National School Boards Association.

Zeluck, Stephen. "The UFT Strike: Will It Destroy the AFT?" Phi Delta Kappan 50, No. 5 (1969) 250-54.

The New York local of the American Federation of Teachers, led by Albert Shanker, was a leading force in opposition to the 1968 attempts at community control in New York City. Stephen Zeluck, President of the New Rochelle (N.Y.) local of the AFT, details the involvement and policies of the UFT--arguing that the anticommunity stance taken by the UFT may have disastrous consequences for the AFT's liberal and progressive image in American urban education. The teachers union must reinforce, rather than shatter, the alliance with the black movement so that they can together wrest power from the central city boards and make authoritative improvements in urban schools.

Zimmer, Basil G., and Hawley, Amos H. Metropolitan Area Schools: Resistance to District Reorganization. Beverly Hills, California: Sage Publications, 1968.

The authors attempt to identify the factors that account for resistance to reorganization of school districts into larger units in metropolitan areas. This book is part of a larger study concerned with local government in metropolitan areas and is based on the assumption that, in theory, the unification of administrative units would be the last stage in the natural development of metropolitan areas. In fact, however, this last stage is yet to develop in respect either to educational or to municipal functions.

Concerning themselves with citizen participation, the authors investigate the connection between participation in school-related activities by metropolitan populations and the relative resistance of these populations to change in the organization of school districts (see especially chapter 9, "Community Involvement and Resistance to Change"). They found a consistent relationship between level of involvement and response to the proposal to set up a single school district for the central city and suburban areas, but the relationship is reversed for the two residential zones: the most knowledgeable and active citizens in the cities tended to favor change, while similar residents in the suburbs were most likely to oppose change.

A secondary source of interest in the book, unexplored by the authors, is the implications, for advocates of decentralization, of the theoretical presumptions on which the authors based their research.

See also Section 1 for

Cohen, Sol. Progressives and Urban School Reform.

Cronin, Joseph M. The Control of Urban Schools.

Gittell, Marilyn, and Hevesi, Alan. The Politics of Urban Education.

See also Section 2 for

Blackwell, Gordon W. "Sociologist on School-Community Relations."

See also Section 3 for

Clark, Kenneth B. "Alternative Public School Systems."

Gittell, Marilyn. Educating an Urban Population.

Katzman, Martin T. The Political Economy of Urban Schools.

Ryan, William. Blaming the Victim.

Section 5: COMMUNITY CONTROL AND CITIZEN ADVISORY COMMITTEES

Aberdorfer, J. "A Balance of Interests: Community Control and Personnel Practices." Urban Review 5 (September 1971) 11-19.

Mr. Aberdorfer attempts to analyze the difficulties between New York City's local control proponents and teachers and suggest a system by which the two can be appeased. The article commences by surveying the vested interests of the participants, proceeds to an analysis of the pertinent laws, then proposes change in the personnel system acceptable to both sides. Continued in Urban Review of November, 1971, it is a penetrating and lucid presentation.

"Advisory Groups: New Voices Gain Stature in Old Power Structure." Nation's Schools 84 (1969) 42.

The article briefly surveys a parent-student-faculty advisory board installed at the Bronx High School of Science in New York and a similar structure (known as the school-site advisory committee) adopted by San Francisco high schools. Both organizations handle a wide variety of school problems and issues (ranging from student demands on curriculum to discipline) and appear to have been successful.

Alexander, William M. "Community Involvement in Curriculum." Educational Leadership 29 (1972) 655-71.

Stating precedents for the present push for community control, Mr. Alexander describes areas in which communities can become involved in the curricula of their schools.

Barnes, Melvin W. "Uniting Forces to Improve Education." Educational Leadership 12 (1955) 241-43.

At the time the article was written Melvin W. Barnes was the assistant superintendent in charge of instruction in Oklahoma City. He describes the membership, purposes, and activities of the Citizens Committee on Citizenship Education. This committee might be of interest as one way citizens can begin to participate in their schools.

Berlin, Irving N. "The School's Role in a Participatory Democracy." American Journal of Orthopsychiatry 42, No. 3 (1972) 499-507.

Dr. Berlin describes the efforts of teachers in one city to develop methods of conducting classes so that students can experience the visible and meaningful impact of their own individual and collective ideas, opinions, and requirements on the systems in which they live. The motivation behind such efforts is the desire to encourage participatory democracy; the assumption behind the article is that models like this one of participatory behavior must be provided, early and continuously, at home and in social institutions, in order that children and adolescents learn participatory democracy.

Berube, Maurice R. "Educational Achievement and Community Control." In Community Issues, Vol. 1, No. 1 Flushing, New York: Institute for Community Studies, Queens College, 1968.

Maurice Berube, staff associate and publications director of the Institute for Community Studies, argues strongly for community control of schools. The conclusions of the Coleman Report--that pupil and teacher attitudes are the critical factors in education achievement--form the basis of Berube's discussion. He feels that the most important immediate benefit of locally controlled schools will be the improvement of the children's self-images and the teachers' attitudes and expectations. Berube also explains the administrative advantages of local control in large cities and counters the critics' argument that decentralization and community control will cause further segregation in society. The only empirical evidence offered is a study by Greeley and Rossi on the beneficial effects on achievement of ethnicity in Catholic schools, and Berube extends their conclusions to the achievement of black schoolchildren in black-controlled schools.

Billings, Charles E. "Community Control of the School and the Quest For Power." Phi Delta Kappan 53, No. 5 (1972) 277-78.

Billings attempts to remove the obscuring rhetoric from the issue of community control of schools, concluding that, not education, but politics, is the main controversy. Describing why the schools, as important and visible urban institutions, are the focus of black peoples' drive for increased political power in the inner-city, he analyzes the segregational philosophies and actions of the whites who are fleeing the cities as the blacks move in and calls the suburbs "bastions of racism." The real issues at stake, as he sees it--political and economic power--are not new, but "as old as the republic."

Blankenship, Alden H. "Local School Systems Benefit by Citizen Co-operation." In Citizen Co-operation for Better Public Schools, 53rd Yearbook of the National Society for the Study of Education. Chicago: University of Chicago Press, 1954.

Blankenship's argument is that citizen participation is a vital factor in the proper functioning of local school systems. He calls for advisory roles for citizens and other local groups in matters of curriculum, budget, building, and policy. Perhaps the most important role citizens can play is that of independent, but interested, fact-finding and making recommendations. Many case studies of local communities and their citizen committees are cited.

Bloomberg, Warner Jr., and Kincaid, John. "Parent Participation: Practical Policy or Another Panecea?" Urban Review 2 (June 1968) 5-11.

The authors view the surge toward increased citizen participation as being another manifestation of the "taxpayer's revolt." They analyze

the factors that engender and catalyze such a reaction, examine the process of increased citizen participation in education, predict what will occur, based on past experience, and reach a series of thoughtful conclusions. The article is lucid and informative, the theories presented are documented, and specific supportive examples are cited.

Blumenberg, Eleanor. "School-Community Advisory Council: For Better or for Worse?" Journal of Secondary Education 46 (1971) 60-62.

The answer, according to Ms. Blumenberg, hinges on the use of the council, which in turn depends on the principal. The author warns that while advisory councils are potentially valuable remedies to certain pathologies afflicting our schools, they are not miracle drugs. The bulk of her article consists of caveats directed at the school principal on how to establish and maintain such councils.

Bortner, D.M. "Educational Policy in Public Policy." American School Board Journal 152, No. 2 (1966) 62.

Reviewing the role that is legitimately left for professionals, these short articles point out implications for professional educators of a democratic placement of power with the people. Bortner's implications are that 1) the level of educational programs are always tied roughly to level of public sentiment; 2) relations between school and community must be two-way; 3) the public has a right to a role in curriculum determination; 4) parent and lay advisory groups, and independent citizens' committees must have an important role in policy making.

Bourgeois, A. Donald. "Community Control and Urban Conflict." Theory into Practice 8 (1969) 243-46.

The author favors community control as a means of combatting the pervasive sense of powerlessness in many sectors of our cities and the anxiety, if not despair, concerning the capacity of a city's systems to ever operate effectively. Community control would bring about improvement through the imposition of accountability. However, for decentralized control to succeed, he believes, we must know more about the interdependence of governing units; otherwise faculty control over community control mechanisms will be adopted. Also discussed are block grants, advisory committees (viewed as an anodyne), and community development corporations.

Brinkman, Albert R. "Cooperative Planning Strengthens the School Program." National Elementary Principal 36, No. 1 (1957) 167-70.

The authority role of the professional and the advisory role of the lay community is emphasized in this article on community councils and joint planning. Brinkman's attitude toward the issue is less oriented toward the necessity and value of community input in decision making than toward the beneficial public relations and support to be gained by school administrators through engaging parents in the making of policy.

"Can Parents Run the School?" Yale Reports, No. 472. 14 April 1968. Unpublished text of radio program.

This report consists of a moderated panel discussion regarding the movement for community control. The participants are Fred Hechinger, Education Editor of the New York Times; Orville Sweeting, Assistant Director of the Office of Teacher Training at Yale; and Joel Fleishman, Associate Provost for Urban Studies and Programs at Yale. The thoughtful discussion covers favorably a multitude of aspects of the community school, including reasons for decentralization, the role of the Office of Education, and the ideal size of a community school.

"Challenge of a Community-Controlled School." Discussion. Instructor (August 1970) 62-63.

The Morgan Community School of Washington, D.C., is part of that city's school system, yet it is largely governed by a local school board. This article, a discussion between the principal and two teachers, briefly covers a wide group of issues, ranging from the philosophy underlying the basic changes at Morgan to differences in classroom procedure.

Citizens Advisory Committees, Educational Research Service Circular No. 3, (1968). Educational Research Service, NEA Research Division and the American Association of School Administrators.

Analyzing 52 continuing citizens advisory committees identified by a survey conducted in 1968 by the ERS, this study includes descriptions of the individual committees and categorizations; over half the committees were organized since 1960. The study is summarized in the National Education Association Research Bulletin 46, No. 3 (1968) 82-84.

Clinchy, Evans. "Good School In a Ghetto." Saturday Review, 16 November 1968, p. 106.

Clinchy writes about the Boardman Elementary School, a successful example of decentralization in the Roxbury district of Boston. Using the "developmental" or "open" classroom model, the school has created an enjoyable but work-oriented atmosphere for the black children. Perhaps the most significant feature of the school is the great amount of parent participation and involvement in the classrooms and student authority over policies directly affecting them.

Community, published by Institute for Community Studies, Queens College, City University of New York.

The magazine, Community, is a valuable source of current information and opinion on community action, programs, and participation. It is published monthly under the direction of Marilyn Gittell and the

editorship of Maurice R. Berube and focuses most often on issues concerning community participation in education, such as decentralization and Title I. The magazine concentrates on news of the New York metropolitan area, but provides other materials such as selected bibliographies or relevant topics and book reviews. The magazine is available through the Institute for Community Studies, Queens College, Flushing, New York 11367.

Costello, Joan. A Summary and Integration of Evaluation Studies Conducted in the Baldwin-King Schools Program, Vol. 3. New Haven: Yale Child Study Center, 1973.

The Baldwin-King Schools Program was a five-year joint effort of the New Haven school system and the Yale University Child Study Center. The goal of the project, which ran from 1968 to 1973 through funds provided by the Ford Foundation, was to improve the education of black inner-city students by concentrating not only on educational, but also on social and psychological needs of the students.

One of the five main goals of the project was "development of patterns for sharing, planning and decision making functions with parents and staff." The reasoning behind this objective was that, if parents participated in the running of the schools, they would be more committed to quality education for their children. Parents and teachers were included in the steering committee, the policy making organ, and on personnel and ad hoc committees. Workshops were held for information and education, and volunteer "room mothers" worked in the schools. In the five years of the project, parent involvement has markedly increased. Ninety percent of a random sample of parents reported positive feelings about the schools, and over half reported that they felt they were actually part of the school. The staff also reported increased participation in all levels of decision making in the schools. Although not an example of community control, Baldwin and King schools do represent models for real parent involvement and participation in the urban educational process.

Cunningham, Luvern L. "Community Involvement in Change." Educational Leadership 27 (1970) 363-66.

This article, directed toward professional educators, discusses some of the problems of educational bureaucracies and the need for school-community cooperation in order to accomplish change.

Deshler, B., and Erlich, J.L. "School Community and a New Agent of Change." Teachers College Record 69 (1968) 543-53.

The model of inner-city Detroit schools operating on a school-community level is examined. The premise of these schools is that the whole environment influences the child and that therefore we must influence that environment. The authors offer an account of the historical development and underlying theory of the schools being studied. The article is useful as a case study.

Divoky, Diane. "Berkeley's Experimental Schools." Saturday Review, 16 September 1972, p. 44.

Berkeley, California, has one of the most unique school systems in the nation; it has, in addition to its traditional schools, twenty-four alternative schools to which parents may choose to send their children. The author relates the experiments and successes of the various schools, as well as the enormous problems and setbacks inevitable in such a rapid, wide-range attempt at reform. The Berkeley system is involved in the community participation movement in two ways: 1) many of the schools are ethnically or community-oriented with parents involved in school functions and policy making, and 2) the experimental schools allow each family to decide what type of school to patronize, thereby injecting the "marketplace" quality-control model into the educational system.

Douglas, L. "Community School Philosophy and the Inner-City School: A Challenge for Citizens and Educators." Urban Education 5 (1971) 328-35.

The author presents a brief argument for community schools as a solution to inner-city educational problems, asserting that cooperation between professionals and laymen is crucial.

'East Harlem Parents' Experimental First Grade." School and Society 96 (1968) 66-67.

This brief, informative article surveys an experimental, store-front school established in East Harlem by a group of concerned parents. The school, at first encompassing only 30 first-grade students, but planning to expand at the rate of an additional grade per year until it becomes a full, eight grade elementary school, grew out of a series of nursery schools which had been established as parent cooperatives.

Etting, Everett E. "The Board and Parent Participation." National Elementary Principal 36, No. 1 (1957) 28-30.

The former president of the Board of Education District No. 2 in Scarsdale, New York, makes a strong recommendation for parent input into the activities and decisions of the Board of Education. Etting values parent participation as an asset both to the lay board and to professional educators and teachers. He provides several guidelines for parent involvement, such as defining tasks clearly, diverse membership of lay advisory committees, and involvement of nonparents in school groups.

An Evaluation: School-Community Advisory Councils. Los Angeles: Unified School District, Office of Education and Management Assessment, 1972.

This evaluation is part of the 1971 mandate by the Los Angeles Board of Education that school-community advisory councils be established in every secondary and elementary school district. The purpose of the

evaluation is threefold: 1) to describe the structure and operation of the advisory councils, 2) to pinpoint discrepancies between how the councils should work and how they actually do work, and 3) to identify what factors are related to council effectiveness. The study, although somewhat premature and inconclusive, is valuable as a comparative data base for other community participation organizations.

The factors that were found to be related to effectively functioning councils are: fair representation of sex and race, extensive nonmember input and participation, cooperative school administrations, and planned goals and agendas. The major strength of the councils, by the members' own report, is cooperation with the school; the major problem is community apathy. The evaluation group makes three basic recommendations: a definition of the "advisory role," a restatement of goals and functions, and a search for a solution to community disinterest.

"The Failure of 'Community Control.'" Council for Basic Education Bulletin 13 (1968) 1-5.

The article denounces community control for a variety of reasons, including the increased parochialism that would ensue, the lack of competence on the part of parents to deal with complex school problems, the danger that community-control inspired "relevance" poses to a sound curriculum, and the negative influences exerted by the disproportionate number of extremists involved in the community movement's ranks.

Falkson, Joseph L., and Grainer, Marc A. "Neighborhood School Politics and Constituency Organizations." School Review 81, No. 1 (1972) 35-61.

This study of Parent-Teacher Associations and Citizens Advisory Committees in Detroit evaluates the alternative of community organizations for local input into inner-city education. The PTA, although more representative and democratic, was found to be an administration-controlled, citizen-participation organization with little real influence in affecting policy or programs; the CAC was a much more effective change agent, but was elitist and not truly representative of the community. The authors stress the need for further development of constituency organizations into viable grass roots influences for improved education.

Fantini, Mario D. "Community Control and Quality Education In Urban School Systems." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

One of the nation's leading advocates for citizen participation in the schools, Mario Fantini, briefly outlines his basic argument in this theoretical article. He claims that the attempts at reform--such as integration and compensatory education--have failed because they are efforts to revitalize and defend an outdated, ineffective system of education. Fundamental reform--in the crucial areas of governance, goals, and personnel--can best be generated by the community control

movement. The public must hold accountable the experts and professionals that run the schools; however, it must be more than a critical client by becoming part of the decision-making process itself.

Fantini emphasizes the necessary transition from purely cognitive education to the effective domain and argues that both the students themselves and the business world are calling for "interpersonal" and not just cognitive training. The three purposes of the school should be: skill and knowledge development, personal talent and interest-identification and development, and social action and exploration of self and others.

Although he argues that the black community control movement is more educational than political, Fantini foresees several political benefits for the black community that participates fully in the running of their children's schools. Community control will bring a new sense of self-worth, responsibility, and dedication to the adult community as well as improve the education of their children.

Fantini, Mario D. "Community Participation: Many Faces, Many Directions." Educational Leadership 29 (1972) 674-80.

Here the various forms of community participation--for public relations, instructional support, community service, crisis resolution and accountability, and school governance--are described. Distribution of power in educational decision making is also discussed.

Fantini, Mario D. "Participation, Decentralization, and Community Control." National Elementary Principal 48, No. 5 (1969) 25-31.

Fantini discusses the formation of "a new indigenous participatory movement" aimed at reforming urban school systems and outlines the patterns of reform, decentralization, and community control that appear as manifestations of this participatory movement.

Fantini, Mario D. "Participation, Decentralization, Community Control, and Quality Education." Teachers College Record 71 (1969) 93-107.

This defense of community participation points out its trial-and-error nature and answers arguments raised against it. It offers both psychological and philosophical justifications and elements of a practical implementation, and it examines differences between traditional schools and community participatory schools, where the same kind of measures are involved. References to specific schools and cases are helpful.

Fantini, Mario; Gittell, Marilyn; and Magat, Richard. Community Control and the Urban School. New York: Frederick A. Praeger, 1970.

The authors's main purpose in this very useful book is to provide an introductory overview of the theory and history of the community control

movement in education, with emphasis on the predominantly black inner-city school. The development of the "community control" concept is traced from the new black consciousness, born of the civil rights movement in the 1960s, and the failure of attempts at educational reform--most notably integration of schools and compensatory education.

The book consists of eight chapters, each surveying a different aspect of community control. Chapter 1, "The Crisis in the Schools," sets the historical background by analyzing the failure of various integration plans adopted in New York City between 1954 and 1966. Chapter 2, "Alternatives to School Reform," examines the various concepts of compensatory education, integration, model subsystems, and parallel systems. Chapter 3, "School Governance and Policy Making," discusses who really governs in an urban school system. Chapter 4, "The Community and the Schools," analyzes the community school concept, with case studies of Flint, Michigan, New Haven, Connecticut, Leonard Covello's work at Benjamin Franklin High School in New York in the 1910s and 1920s, the education park concept of the 1960s, and the newest community school proposals, including the Morgan Community School in Washington, D.C. Chapter 5, "The Bundy Report," surveys the background of that report and discusses its recommendations. Chapter 6, "New York--Crucible for Community Control," deals with the three demonstration districts and the controversy of 1968. Chapter 7, "Participation and Quality Education," describes how community control opens the way to better education. Finally, Chapter 8, "The Community Control Concept," lists the effects of the movement, draws lessons from the New York City conflict, and details other present trends toward participation both in education and in other fields.

Despite the failures and setbacks that accompanied past attempts at community control of local schools, the authors insist on the worth of the experiments and the merit of community control theory. Parent and citizen participation--in such forms as locally elected school boards, community meetings, and in-school service by parents--is seen as a crucial factor in quality education in the urban school. The authors strongly believe that those concerned about the education of their children must counteract the centralized city school systems, which, intentionally or not, often pursue policies and practices inimical or indifferent to the needs and interests of minority, ethnic, and geographic groups. Children must be provided with a familiar and friendly environment in which their deficiencies are recognized and remedied and their differences are recognized and respected. The authors are encouraged that the current trend is toward further citizen participation and control and provide helpful insights and advice for avoiding the mistakes of the past.

Featherstone, Joseph. "Education: Notes on Community Schools." New Republic, 9 December 1967, p. 16.

In this article, Joseph Featherstone discusses two community schools in Roxbury that were formed after the Louise Day Hicks sweep of the 1965 school board election. The New School for Children and the

Community School are described in terms of community participation, what kinds of schools they are, and how much outside aid should they accept. Although there is no discussion of how the schools are run, they are of interest as schools that were founded by parents without much initial support.

Fein, Leonard J. "Community Schools and Social Theory: The Limits of Universalism." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Leonard Fein of the Harvard-MIT Joint Center for Urban Studies examines the idealogical split among liberals concerning the issue of local control of schools. He reviews the liberal traditions of "universalism," democratization, and equality which have been threatened by the community control movement. The black movement toward local authority is more political than the simple educational goal of decentralization of the large bureaucracies running the urban schools.

What is at issue, for the blacks, is the very legitimacy of their claim to a separate community and culture--a new parochialism and ethnicity opposed to the older liberal ideals. However, Fein argues that the goal of universalism has never actually been achieved and that the new localism may be a necessary step toward the real inclusion of the black population in a democratic society.

Firestone, William. "Community Organizations and School Reform: A Case Study." School Review 81 (1972) 108-20.

This scholarly article examines the operations of a parents group (known as "Parents for Schools") in an inner-city school district and counterposes the author's observations and experiences with the theories of Joseph Weercs and Maneur Olson, both of whom are chary of the reform orientations of community groups participating in school politics. The author is particularly concerned with proving that community organizations concerned with schools can provide individual incentives to their members and thus obtain their support for reform.

Fritz, Leah, ed. "Community Control of Our Schools: A Symposium." Liberation 13, No. 4 (1968) 26-36.

The symposium includes a variety of pieces in support of community control, all drawn from New York City experiences. Among the authors are the chairman of the Harlem Parents Committee, the executive director of United Bronx Parents, a losing candidate for the UFT presidency, (won by Albert Shanker), director of the New York Mayor's Office of Education Liaison and Milton Galamison. It includes a position paper by the governing board of I.S. 201.

Gittell, Marilyn. "The Balance of Power and the Community School." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Marilyn Gittell, of the Queens College Institute for Community Studies, and one of the leading advocates of the community control movement, studies the problem from the viewpoint of power politics. Faced with a bureaucracy of professionals who exclude other participants from the policy making of the city school systems, black communities have called for local control as an attempt for a new balance of power. The movement is necessarily political, for ethnic solidarity is the only leverage the black population has to gain its demands of the prevailing establishment which controls their children's schools.

The author outlines the type of legislation that should be enacted in order for real reform to begin in the urban schools, claiming that if local communities are denied genuine control, little progress will be made. She discusses the areas of personnel, districting, budget, and the selection of the local school board, as well as the relationships between local districts, the city, the state, and professional organizations. However, the involvement of the local parents and citizens must go beyond the election of a board of education. Full citizen participation in the schools requires training and an organizing effort.

Gittell, Marilyn. "Community Control of Education." In Urban Riots: Violence and Social Change, Robert H. Connery, ed. Proceedings of the Academy of Political Science, Vol. 20, No. 1 New York, 1968.

Gittell's article is a persuasive, well-written and clear advocacy of community control of education. The author begins by stating her conviction that "educational systems must be a vital component to constructive adjustment of urban institutions" if we are to reform our social structure and meet the new challenges of society. She feels that urban public education systems have reached a state of paralysis and that one way to combat this stagnation is to involve community members in the administration of schools. She warns, however, that for such community control to be effective there must be local control over key policy decisions in four major areas: personnel, budget, curriculum, and public policy. After citing three demonstration projects established in New York in July, 1967, Ms. Gittell examines the Bundy Plan; she then concludes her essay by scoring the various objections that have been raised with respect to community control: lack of professionalism, parochialism, and the lack of qualifications of community people.

Gittell, Marilyn. "The Community School in the Nation." In Community Issues Vol. 5, No. 1 Flushing, N.Y.: Institute for Community Studies, Columbia U.

Gittell reviews the status of the "community-controlled school" in theory and practice in early 1970. A brief discussion of the purposes and hopes of decentralization and community control is followed by reports on several ongoing programs. The New York City demonstration districts are discussed, as well as programs in Detroit, Washington, D.C., and Dayton, Ohio. The author also reviews community participation in several experimental suburban school systems and private alternative schools and paralleled systems. The monograph also includes a list, with brief descriptions, of community schools and systems.

Gittell, Marilyn. "Expanding Public Participation in Urban Education." American Association of University Women Journal 61, No. 4 (1968) 167.

This article makes the author's case for citizen participation in education. Beginning with a general description of the isolated professional control that characterizes contemporary education, she then gives a useful summary of her own research in the subject, particularly that published in Participants and Participation. The author closes with a call, first, for decentralization of the system to diminish bureaucratic power and control and, second, for the development of new mechanisms to assure greater community participation in public education policy making. This article is an exceptionally effective brief presentation of Gittell's case.

Gittell, Marilyn. "Teacher Power and Its Implications for Urban Education." Theory Into Practice 7, No. 2 (1968) 80-82.

Marilyn Gittell reviews the traditional disinterest and powerlessness of teachers' organizations in areas other than salary and contracts, and she doubts whether the new trend toward increased teacher participation in policy making will really be an impetus toward reform. Concerned that the interests of the centralized teacher unions will conflict with local community needs and demands, the author suggests that teachers may join the present educational bureaucracy in protecting itself against the new community control movement.

Gittell, Marilyn. "Urban School Politics: Professionalism vs. Reform." Journal of Social Issues 26, No. 3 (1970) 69-84.

Gittell begins by examining the applicability of pluralist concepts of democracy to our urban educational system. After criticizing the closed nature of decision making in these systems, she surveys briefly the various concepts underlying community control, discusses the New York City experience, and concludes that community control is a beneficial, reformist concept. The article is lengthy and scholarly.

Gittell, Marilyn. "Urban School Reform." Compact. (April 1969) 4-7.

Ms. Gittell criticizes the current urban education system and analyzes the two major groups of school reformers (those espousing a change in the internal components of the system and those calling for increased community control). An eloquent proponent of community control, she looks at it historically and discusses why and how it should operate, drawing from the experience in New York. Her article takes an overview of the situation and is not intended as a manual on how to affect local control.

Gittell, Marilyn. "Urban School Reform in the 1970s." Education and Urban Society 1, No. 1 (1968) 9-20.

The author discusses the shift from pleas in the 1960s for integration and contemporary education to demands in the 1970s for complete restructuring of city school systems and increased community control. Ms. Gittell's wider interest in this article is in the ability of political systems to change and the educational system as the testing ground for greater community participation.

Gold, L. F. "School-Community Relations In Urban Ghettoes." Teachers College Record 69 (1967) 144-50.

Ignorance and the prejudice of "generalized perceptions" of ghetto parents and ghetto school teachers about each other lead to noninvolvement by the parents in respect to education. The author shows how poor communication means that both the educational system and the child suffer. As the social status differential between parents and educators would seem to be a problem, the institution and educators are seen as controlling the community, not vice versa, which, as Mr. Gold points out, certainly affects citizen participation by creating hostility. The article does not include suggestions for change.

Goldman, L. "Federal Aid for the Community Schools: Scraping the Top of the Barrel." Intellect 101 (1973) 387-88.

Goldman calls for passage of Senate Bill 2689, "The Community School Development Act," stating that the time has never been riper for new approaches to urban education. For these new alternatives to be adequately considered, however, we must maintain an open mind and not foreclose any possibilities. Among the possible new concepts we might choose to employ are the "New City" concept and the educational park, both of which he explains briefly.

Gottenfeld, Harry. "Educational Issues in a Low-Income Area as Seen by Community People and Educators." Phi Delta Kappan 52, No. 6 (1971) 366-68.

A survey of community members and school officials and teachers reveal interesting differences in educational priorities and beliefs in the lower East Side of New York City. Gottenfeld's major findings include: 1) militant parents who espouse community control will have difficulty winning over educators unless they also emphasize other innovative programs and professional involvement, 2) residents who become actively involved in school affairs often change their viewpoints, and 3) poorly educated parents will be less favorable to innovation and tend to emphasize strict, traditional practices.

Grant, William R. "Community Control vs. School Integration in Detroit." Public Interest 24, (1971) 62-79.

From his experience of the Detroit controversies of 1969-70, Grant answers the question, "Are community control and integration compatible educational goals?" with a resounding "No!" The attempt of the liberal Detroit Board of Education to combine both decentralization and integration in one plan resulted in a strong white backlash, which removed the

liberals from office and elected a conservative board which then implemented a decentralization plan that increased white control in almost all districts. The conclusion that Grant reaches is that whites who oppose decentralization now suddenly favor community control because it protects their schools from being integrated.

Greenwood, Gordon E. "Some Promising Approaches to Parent Involvement." Theory into Practice 11 (1972) 183-89.

This article examines parent involvement at four levels: 1) as teacher of the child, 2) as volunteer, 3) as trained worker, 4) as participant in decision making, especially through advisory board membership. The authors, while citing other studies, concentrate on the results of the Follow Through programs emanating from the University of Florida. These programs appear to have had some early success in involving parents in the schools and might serve as a means of comparison for programs adopted elsewhere.

Hamlin, Herbert M. Citizen Participation in Local Policy Making for Public Education. Urbana, Ill.: College of Education, University of Illinois, 1957.

This monograph begins by surveying the types of public educational policy that must be determined locally and how that educational policy should be made. After showing why he believes a system of citizens' committees is essential, the author examines how citizens' committees should operate, what their jurisdiction should be, what are the basic considerations in selecting and organizing such committees (this section contains both an analysis and detailed information), and, finally, the gains to be expected from such participation. The monograph is a factual manual laden with information. For example, its appendices illustrate various forms appropriate to different occasions in the conception and life of such a committee.

Hamlin, Herbert M. Citizens' Committees in the Public Schools. Danville, Illinois: Interstate Printers and Publishers, 1952.

On the basis of his ten years' experience working with lay groups involved in education Hamlin could be deemed an expert in the field of citizen participation in the 1940s and 1950s. This book, a powerful, extensive, and detailed storehouse of information, is the product of his prolonged experience in this area and of the perceptive reflection that accompanied it.

Primarily concerned with the many facets of school-initiated citizens' committees, the book is intended for school officials of all echelons interested in securing more substantial participation by citizens in public school affairs. The author, as might be suspected, is an enthusiastic advocate of such involvement.

In the first section of the book the author observes a wide spectrum of related concerns. Part 2 is an annotated sampling and review of the extant literature on the field of citizen participation. In the last part the author draws conclusions and list recommendations.

This rich vein of valuable information is well worth reading, if only because it attempts to systematize the generally haphazard development of lay groups, placing them in a common frame of reference.

Hamlin, Hubert M. "Organized Citizen Participation in the Public Schools." Review of Educational Research 23 (1953) 346-52.

This review of studies dealing with background for understanding citizens groups in education and studies of actual local citizens groups contains critical evaluative questions concerning citizen participation in education; hypotheses regarding citizens groups, some specific recommendations for organization, and a good bibliography of relevant information. It is, of course, dated, but of considerable historical interest.

Haskins, Kenneth W. "The Case for Local Control." Saturday Review, 11 January 1969, p. 52.

Kenneth Haskins, formerly the principal of the Morgan Community School in Washington, D.C., presents a passionate argument for local control of schools and against the institutional racism of the white-administered city schools, which has resulted in educational failure. Community control is seen as a necessary ingredient in the success and support of any institution that is supposed to save a certain segment of the population. Haskins does not consider the attempts at community control to be successes as yet, but he does insist that it is the trend of the future and the only hope for inner-city schools.

Hentoff, Nat. "Making Public Schools Accountable." Phi Delta Kappan 48, No. 7 (1967) 332-35.

The controversy and conflict over I.S. 201 in Harlem is traced by freelance writer Nat Hentoff. Clearly sympathizing with the efforts of black parents to control the schools that teach their children and make them accountable to the public, he is opposed to the adamant and self-serving policies of the city Board of Education. He hopes that the new parent protest and determination shown in the I.S. 201 controversy will herald a new movement toward community participation and control in urban schools.

Herman, Barry E. "Winchester Community School: A Laboratory of Ideas." Educational Leadership 25 (1968) 341-43.

This is a discussion of Winchester Community School, a 750-pupil elementary school in New Haven, Connecticut. The article was written by the school's principal and contains a list of facilities and services, as well as samples of school-community activities.

Hickey, Howard W., et al., eds. The Role of the School in Community Education. Midland, Michigan: Pendell Publishing Co., 1969.

This book is a collection of concise, informative articles written by a dozen educators, all at diverse midwestern universities. It covers a wide assortment of topics, including the organization, administration, financing, and history of the community school. The articles, ten to twelve pages each, are:

Melby, Ernest O. "Community Education: America's Social Imperative."
Berridge, Robert I. "Community Education: Its Evolvement."
Minzey, Jack D., and Olsen, Clarence R. "Community Education: An Overview."
Campbell, Clyde M. "Community Schools: Their Administration."
Moon, R. Arden. "Community Schools: Their Relationship to Community Agencies."
Van Voorhees, Curtis. "Community Education: A Developmental Process."
Keidel, Gerald E. "Community Schools: Staffing and Training."
Boozer, Raymond L. "Community Schools: Financing."
Clark, Charles G. "Community Schools: Physical Facilities."
Gregg, P. Keith. "A Community School: Day to Day Operations."
Hickey, Howard W. "Community Education: Research and Evaluation."

All the articles favor the community school concept and try to be helpful to any reader interested in furthering the development of this type of institution. Two valuable bibliographies are included, one after Berridge's article and one at the conclusion of the book.

Hoke, Gordon. "Involving Parents in Programs of Educational Reform." Education Resources Information Center Clearinghouse on Early Childhood Education, Teachers College, Columbia University, 1968.

In discussing the problem of involving parents in programs of educational change, it is noted that comprehensive programs of parent involvement in public education will cut across social-racial-economic lines in the community. Precautions to be remembered by those engaged in school-community endeavors are given: 1) "Reality" for the individual is determined by what his reference group accepts as reality; 2) the significance of the informal ties between an individual and his peers also means that even first-hand experience does not automatically create correct knowledge; 3) programs designed to bring about a change in behavior must lead to the active involvement of individuals in the dialogue concerning the planning and execution of these programs; and 4) this crucial element of personal involvement is reflected in such areas as voluntary attendance, informality of meetings, and freedom of expression in voicing grievances. It is concluded that to the extent that educators can work with, through, and for new combinations of federal and state government funds, foundation assistance, and local parent groups, they may be able to accomplish something of lasting benefit for modern society through the development of a school system more attuned to the needs of this country.

Holton, Clara K. "The Challenge of Change: Roles and Relationships." Educational Leadership 29 (1971) 136-38.

Holton relates how present school bureaucracies perpetrate some problematic relationships. Her belief in the restructuring of schools is

illustrated by the Woodlawn Experimental Schools Project, which provides a new model for educational decision making.

Holub, W. "Lay Advisory Board: How It Operates for the Dayton Catholic Schools." Catholic School Journal 60 (1960) 47-50.

The Dayton, Ohio, lay advisory board, established in the spring of 1957, consists of twenty-eight Catholic community leaders who advise the Cincinnati archdiocese on a wide range of topics pertinent to the parochial school system. The article examines the performance of this group after three years of service--its historical evolution, its organization, its achievements, and the significance of the experiment.

Howe, Harold, II. "Community Interest: Participation and Partnership." Vital Speeches 35 (1969) 178-80.

The former United States Commissioner of Education addresses chief state school offices and asks their help in enlisting participation in education by the community. He emphasizes that money is not enough for educational improvement and that, while citizen participation will create controversy, it is worthwhile, pointing out that in wealthier areas there is some degree of participation already, but much less in poor areas.

Howe, Harold, II. "Should Educators or Boards Control Our Public Schools?" Nation's Schools 78, No. 6 (1966) 30.

First defending the placement of control of educational systems wich laymen, Mr. Howe then offers suggestions for improving the educator-layman relationship; these include decentralization of boards in urban areas and encouragement of increased participation by laymen.

Hull, J. H. "Merits and Difficulties of Lay Advisory Committees." American School Board Journal 134, No. 3 (1957) 47-49.

Hull wrote a doctoral dissertation in 1949 which, in part, surveyed the forty-seven lay advisory committees then in existence. This article reports a later study of these pioneer committees in 1956, which examined their organization, successes, and difficulties.

"Interview with Albert Shanker." Urban Review 3 (1968) 18-27.

In this informative interview Mr. Shanker discusses a wide variety of topics, including 1) James Coleman's idea of involving private industry on a competitive basis in education, 2) accountability, 3) paraprofessionals, 4) union public relations, 5) tenure for teachers, 6) flexible salary scales, 7) teacher certification standards, 8) local school boards, 9) decentralization in New York City, 10) ghetto confrontations, 11) an educational ombudsman, and 12) minority jobs in education.

"I.S. 201: An Educational Landmark." IRCD Bulletin (1966-1967) 2, No. 5: 1-9; 3, No. 1: 1-9.

This article is an in-depth examination both of I.S. 201 and of the underlying issues involved in this controversy. The author is particularly concerned with the possible effects of decentralization on education, and with possible alternatives. The article is well-researched and written, highly valuable to the individual interested in decentralization. Included is a comprehensive bibliography of the literature on the I.S. 201 controversy.

Jacoby, Susan L. "The Making of a Community School." Urban Review (February 1968) 3.

This article reviews the foundation, and early successes and tribulations, of the Morgan School in Washington, D.C. The operation of this urban school was virtually turned over to an elected community school board, working in conjunction with Antioch College, in the spring of 1967. The article is particularly instructive in that it records a series of friction points that have hindered the operation of this community school.

James, H. Thomas. "Institutional Character of Education: Government and Politics; the Community." Review of Educational Research 34 (1964) 414-16.

This part of a chapter is composed of interrelated one-sentence reviews of much of the findings of recent studies of educational institutions and their communities, including studies of citizen participation. The article also has an extensive bibliography.

Jensen, Glenn. "Better Schools When Public Participates." Phi Delta Kappan 37, No. 2 (1955) 77-83.

Jensen chronicles citizen participation and involvement programs in the early and mid-1950s. Stressing "learning by experience" for lay citizens, he foresees greater interest and support of the schools if community members are well informed and active in school affairs. Areas of citizen involvement include PTA groups, businessmen, individual volunteers, sex education curriculum development, and curriculum evaluation.

Kirp, David L. "Race, Class, and the Limits of Schooling." Urban Review 4 (1970) 10-13.

After briefly analyzing the traditional American concept of educational opportunity and surveying the impact and repercussion of the Coleman Report, the author offers a terse examination of the controversy surrounding community control, differentiating the latter from straightforward decentralization. The article represents an unadorned review of concepts associated with community control.

Kozol, Jonathan. "Speaking Out: Let the Ghetto Run Its Own Schools." Saturday Evening Post, 1 June 1968, p. 241.

The author describes the founding of the New School for Children in Roxbury, Massachusetts. This school, a community school, was established by a concerned group of twelve parents determined to rectify the educational ills to which their children were subjected. Mr. Kozol discusses various aspects of this school's function, then recommends that other, similar institutions be established across the country with federal subsidies.

See also: Kozol, Jonathan. "Alienation or Interaction? New Schools for Children, Boston." NEA Journal 57 (1968) 48-91.

Lanter, Paul. "The Short, Happy Life of the Adams Morgan Community School Project." Harvard Educational Review 38, No. 2 (1968) 235-62.

This is a good case study of an attempt at a community controlled school. The author discusses his experience in the controversial Washington, D.C., testing of the community control idea. Along with community control, the project attempted major innovations in curriculum, teacher and paraprofessional training and development, and university participation. This article discusses the development and failure of these various innovations. The material and psychological constraints on all participants--students, parents, teachers, community interns, and administrators--were powerful enough to seriously undermine the positive achievement. Lanter's conclusion: the issues of community participation, teachers' attitudes and preparation, classroom organization and curriculum, and the roles of outside agencies all must be worked out together or the educational fabric will unravel almost as quickly as it is stitched. (See also discussion, Vol. 30, No. 1, 161-64.)

Larsen, Roy E. "Citizen Participation in 1953." School Executive 73 (1954) 52-54.

After extolling the increased participation in the form of citizens's committees in 1953 the author, then Chairman of the National Citizens Commission for the Public Schools, concentrates on specific measures taken by the Albany, New York; Minneapolis, Minnesota; and Hampton, Virginia citizens' committees.

Larsen, Roy E. "The Layman Looks at Lay Participation." Educational Outlook 28 (November 1953) 3-9.

After briefly tracing the history of citizen participation in education, the author discusses the post-World War II trend towards the formation of citizens' committees. He applauds this trend, reciting two case studies (one in Hampton, Virginia, and one in the Setauket, New York) where citizens' committees were of great value to the educational system.

Levin, Gilbert, and Stern, David D. "System Intervention in a School-Community Conflict." Journal of Applied Behavior Science 6 (1970) 337-53.

In the fall of 1968, New York City was hit by a long and devastating school strike. As pressure mounted, a community mental health center in the Bronx organized a forum in school-community relations. The intentions of this forum was to channel existing conflicts in the direction of the community's long-term benefit. This lengthy article minutely details that forum: how it was organized, who constituted it, and its aftermaths.

Levin, Henry M. "The Case for Community Control of Schools." In New Models for American Education, James W. Guthrie and Edward Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

A leading proponent of community control restates the basic arguments and considerations in favor of local control of schools by black urban communities. The educational argument revolves around the failure of white-run city school systems, with their unwieldy, status quo oriented bureaucracies, to respond to the pressing needs of the urban black population for quality education. Both integration and compensatory programs have also failed to improve the educational lot of black schoolchildren. The lack of adequate resources, financial and otherwise, and the cultural intolerance and ignorance of white educators, makes real reform under the present system a virtual impossibility. Only local control can ensure real responsiveness to community needs and interests and can foster the involvement necessary to promote parents' concern about quality education.

The political arguments, which are the cause of most critics' objections to the movement, are also supported by Levin. He finds the political goals of community control not only valid and justifiable, but absolutely necessary if blacks are to gain real control over their own destinies and the institutions in their society. The serious charges of antidemocratic principles and racial separatism that are leveled against the movement are well countered by Levin, who argues that whites, not blacks, have rejected integrative efforts and that black cohesiveness has proven the best way of increasing the political potency of the black minority.

Levin, Henry M., ed. Community Control of Schools. Washington, D.C.: The Brookings Institution, 1970.

The Brookings Institution sponsored the Conference on the Community School in December, 1968, inviting prominent educators, scholars, and community leaders to discuss the recent phenomenon of the community control movement. This useful book contains the conference papers that served as the basis for the discussions, as well as an introduction and concluding article by the editor, Henry M. Levin of Stanford University.

Levin's introduction reviews the historical and educational setting for the birth of the community control movement, and his concluding

article outlines the different areas discussed and conclusions reached by the participants of the conference. Among the important topics covered in the book are the following: the black political situation, redistribution of power in education, the possible antidemocratic implications of community control, teachers, school financing, and educational evaluation systems. The consensus of the conferees seemed to be that, although community control is not a panacea and will produce great problems, it is a necessary change from the present system which is failing to meet the needs of inner-city school children.

Several valuable articles annotated seperately herein are:

Downs, Anthony. "Competition and Community Schools."
Fantini, Mario. "Community Control and Quality Education in Urban Schools."
Fein, Leonard. "Community Schools and Social Theory: The Limits of Universalism."
Gittell, Marilyn. "The Balance of Power and the Community School."
James, H. Thomas, and Levin, Henry M. "Financing Community Schools."
Lyke, Robert. "Representation and Urban School Boards."
Maynard, Robert. "Black Nationalism and Community Schools."
McCoy, Rhody. "The Formation of a Community Controlled School District."
Moskow, Michael, and McLennan, Kenneth. "Teacher Negotiations and School Decentralization."
Pfautz, Harold. "The Black Community, the Community School, and the Socialization Process: Some Caveats."

Lopate, Carol, et al. "Decentralization and Community Participation in Public Education." Review of Educational Research 40 (1970) 135-50.

The authors discuss some of the shortcomings of a centralized bureaucracy in education and argue for parent and community involvement in attempting to aid the child's psychological, social, and intellectual development by reinforcing cultural pride. The aim of education is considered to be the preparation for citizen participation in society.

Lopate, Carol, et al. "Some Effects of Parent and Community Participation on Public Education." ERIC Clearinghouse on the Urban Disadvantaged. New York: Teachers College, Columbia University, February 1969.

This article points out that it has been consistently demonstrated that participation in the decision-making process results in positive changes in both the affective and instrumental behavior of participants--that parent involvement in the schools enhances children's development and academic achievement. The argument is that the sense of powerlessness felt by minority group parents and children in dealing with such middle-class institutions as the schools would be lessened if they actively participated in the decisions affecting a significant part of their lives. Concomitantly, an improved self-concept and greater sense of fate control leads to changes in the child's aspirations, attitudes, and motivation, and hence his academic achievement. Moreover, strengthening the integrity of the neighborhood school and the community would also serve to enhance child development. The minority group child's heightened self-worth and sense of control over his destiny (mentioned

in the Coleman report as such an important element in school success) would be encouraged by his awareness of the participation of parents and community groups in effecting changes in educational policy and programs.

Mann, Eric. "The Newark Community School." Liberation 12, No. 5 (1967) 26-33.

This prospectus for a community school in Newark is founded on professedly radical ideas of community involvement. It outlines the presuppositions on education of ghetto children of the organizers and the curriculum to be followed.

Marburger, Carl A. "Considerations for Educational Planning." In The Schools and the Urban Crisis, August Kerber and Barbara Bommarito, eds. New York: Holt, Rinehart & Winston, 1965.

Marburger, formerly with the Detroit Public School System, and now Senior Associate, National Committee for the Support of the Public Schools, explains the purpose, development, and implementation of the Detroit Great Cities School Improvement Project of the early 1960s. In addition to programs that worked on teacher training and curriculum development, the project emphasized the relations between the schools and the communities they served. Parents of lower-class background, who normally are said not to know or care what the schools are doing, were reached in active attempts to involve and organize parents and citizens groups. The schools became true "Community" schools--opening new programs and facilities to parents and families of the local neighborhood. Also, to foster mutual interest and communication, the schools hired "school-community agents" to serve as liaison between parents' groups and the schools. Although quite removed from the community-control model, this Detroit project was one of the early attempts at community involvement in urban education.

Mauch, James E. "Breaking Tradition Forges School-Community Ties." Phi Delta Kappan 50, No. 5 (1969) 270-74.

Mauch, who formerly headed the administration of Title I of the Elementary and Secondary Education Act of 1965 in the Office of Education, describes the full range of Title I programs in compensatory education and community involvement. The article does not deal directly with the issues of community control, but does emphasize the crucial need for parental involvement in the education of their children--especially in low-income black areas.

Maynard, Robert C. "Black Nationalism and Community Schools." In Community Control of Schools, Henry M. Levin, Ed. Washington, D.C.: The Brookings Institution, 1970.

The author, who is a Washington Post writer, assuming a political stance in examining the reasons for the black movement toward community control in education, traces the birth of this movement from the failure of the

attempts at integration and assimilation and the failure of the white majority to recognize the black man as equal. He follows the leadership from Marcus Garvey and Malcolm X to James Boggs' call for black control over his own territory--the cities.

Maynard sees the community control movement as an effort by blacks to gain control over the very institutions that in turn control their lives, arguing that it is impossible to divorce the political implications from the strictly educational issues in the predominantly black urban schools. He calls the demand for black authority and control an "autodidacticism of necessity." Blacks insistence to teach themselves grows out of mistrust of the white system of education. Although difficult and painful, the community control movement is part of the black effort to attain responsibility, self-involvement, and self-discovery.

Mooresfield, Story. "Morgan Follows Through: Community Control and Follow Through, Washington, D.C." American Education 6 (1970) 31-33.

The Morgan School was the first of the Washington, D.C., schools allowed to operate under the supervision of a local board (although general policy directives from the Central District school board are obeyed). This article examines the school's Follow Through programs, designed to give children in the formal school situation the same kind of personalized attention that they received in the Head Start preschool program, and is extremely favorable to the program.

Morgan, Frank W., Jr. "Vermont's Community Involved 'Open' School." American Education 19, No. 5 (1973) 10-15.

This brief but engaging article describes a one-room schoolhouse known as Westminister West Elementary, located in a rural Vermont town. The school has had tremendous success, both on achievement tests and student/community support, by combining the "open" classroom model and engaging the community in the educational process through field work and volunteers. However, the author thinks the school's success is more because of its innovative teacher than because of a policy of community control and reform.

Morse, Tom. "The Everywhere School: And Black Community's Bid for a Future." School Management 13 (1969) 39-42.

The Hartford, Connecticut, South Arsenal Neighborhood Development Corporation designed an urban renewal plan which would sprinkle schoolrooms "everywhere" and would rebuild an entire community around its schools. The article details this highly imaginative plan, embracing everything from the construction of the actual buildings to the organizational structure of the schools.

Moskow, Michael, and McLennan, Kenneth. "Teacher Negotiations and School Decentralization." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

The two authors, both from Temple University, examine a critical issue raised by the movement toward community control--the effect of decentralization on the collective bargaining of teacher contracts. In their survey of teachers attending summer education courses, the authors found that teachers are also dissatisfied with policy making at the level of a central board of education and that they believe authority should be localized, with teachers playing a larger role in the decision-making process.

However, teachers are unwilling to compromise on issues that may affect salary or job security; therefore, the established procedures of collective bargaining with a central authority are still supported by the majority. The American Federation of Teachers and the National Education Association have recognized the difficulties inherent in contractual bargaining at the local level, as shown in their cautious, and at times negative, approach to the issue of community control. What the authors see as the most likely solution is a type of master agreement-local agreement set-up, similar to that used by national and local chapters of large labor unions.

Myers, Phyllis. "Schools: Morgan's Tentative Revolution." City 2, No. 6 (1968) 6-14.

This article is a thorough description of Washington, D.C.'s community controlled Morgan Elementary School.

Naslund, R.A. and Brown, C.M. "School and the Community." Review of Educational Research 28 (1958) 16-28.

This article deals more with attitudes in community-school relations, demographic factors, and differences in degree (and to a lesser extent, kind) of citizen involvement in education. The section on school-community interaction is useful.

Noack, Ernest G.S. "The Satisfaction of Parents with Their Community Schools as a Measure of Effectiveness of the Decentralization of a School System." Journal of Educational Research 65 (1972) 355-56.

This empirical study asked two questions: 1) Are parents of a decentralized community school district more satisfied with their schools than parents of a regular centralized district and 2) Is the type of school district a better indicator of a parent's satisfaction with the schools than the parent's race or age? The answer to both questions was yes. How the survey was conducted and results complied is detailed in the article.

O'Neal, John F. "The Status, Structure, and Function of Citizens Advisory Committees." Journal of Educational Research 55 (1961) 29-32.

The article reports on an unpublished Ph.D. dissertation which covered a survey conducted in 678 school districts in New York State whose public schools maintain a twelve grade program. The study is concerned

only with school district-wide lay advisory committees established on a purely extra-legal basis. Questionnaires were returned by 80.5 percent of the districts surveyed. The information thus amassed covers a wide spectrum of aspects surrounding the function of citizens advisory committees and is quite valuable, even though detailed.

Oscarson, J.M. "Community Involvement in Accountability." Journal of Research and Development in Education 5 (1971) 79-86.

This article details the structure of the Indianapolis Model Cities School Program, in which citizen participation became a fully incorporated factor. The emphasis falls entirely on the organization of the new administrative structure; thus charts are provided to indicate its hierarchy and its way of operating. The article would be of value to those interested in the mechanics of implementing large-scale citizen participation.

Ovslew, Leon. "When Citizens Participate." Educational Leadership 19 (1961) 31-41.

While advocating the value of citizens curriculum committees, Mr. Ovslew emphasizes that these committees must exist in an advisory capacity. He believes decision making must remain the province and responsibility of professional educators.

Parent Involvement in Compensatory Education Programs. Research memorandum prepared for the Office of Planning, Budgeting, and Evaluation, United States Office of Education. Palo Alto, California: Educational Policy Research Center, Stanford Research Institute, 1973.

The first paragraph of this excellent paper (prepared by Marian Stearns and Susan Peterson) reviews the research on parental participation in compensatory education programs and proposes several theoretical models for defining and understanding the parent participation process. The move toward parent involvement was the combined result of the "maximum feasible participation" mandate and the recognition that the home environment was a critical factor in the child's ability to learn. Four programs are reviewed by the authors--Right to Read, ESEA Title I, Follow Through, and the Bilingual/Bicultural Program.

In spite of the lack of good research on the topic, the authors conclude that parent involvement is an important element of compensatory programs. They state three basic roles of parent involvement: 1) parents as home tutors for their own children, 2) parents as paid school staff (paraprofessionals), and 3) parents as advisors and decision makers. In all of the above programs, most emphasis was placed on the role of "parent as decision maker." And in all the programs, some evidence on "input-output" measures showed that parent participation did increase children's achievement. However, such findings are tempered by the sobering fact that compensatory programs, in general, have shown very limited results.

The authors delineate four models for the basic philosophy behind compensatory programs: 1) the environmental deficit model, 2) the school-as-failure model, 3) the social structural change model, and 4) the cultural differences model. They discuss the four programs in terms of these several philosophies.

Models are also presented, as well as evidence from studies, for the processes involved in the parent-input-achievement-output interaction. Among the ideas forwarded are the following factors affecting children's performance: increased motivation, skill acquisition, parental confidence, program changes in the schools, and parent fate control. The authors discuss why the compensatory programs have not succeeded as hoped and call for further research and mutual understanding between school officials and the community.

The second part, written by Meredith L. Robinson and Thomas C. Thomas, discusses policy questions and implications and makes specific recommendations about the federal role.

"Parental Control of Schools Urged by Catholic Group." Christian Century, 22 September 1971, p. 1103.

The article describes the report of a Roman Catholic school study commission in Chicago, which recommends community control of parochial schools and the incorporation of parochial schools separately from parishes.

Parmenter, Tom. Power to the People Through Title I? Maybe. Inequality in Education, No. 6. Cambridge, Massachusetts: Center for Law and Education, Harvard University.

Two studies of Title I-related community organizations are presented in this article. The people of the small rural community of Calais, Maine, and the city of Providence, Rhode Island, are both organizing over the issue of poor administration of Title I funds.

As much of the article deals with the role of the lawyer in community organization and action, it raises many questions about the correct amount and type of legal involvement in community affairs.

Parsons, Tim. "The Community School Movement." Community Issues, Vol. 2, No. 6. Flushing, New York: Institute for Community Studies, Queens College, 1970.

In this extremely useful source of information on existing community-oriented schools as of 1970, thirty separate schools or systems are catalogued with a discussion of the history and problem issues in each case. In his first chapters the author provides some clarification on basic theory of community control and enumerates several enlightening findings of his survey. Among the general conclusions of the study are the following: that parents tend to be innovative in curriculum development, that parent involvement is much greater in community schools, and that the only places where basic change occurs in the inner city are the alternative institutions. "Strategies for control" are considered

for the assumption of power and responsibility by parents.

The author concludes that a greater variety of community-controlled schools should be attempted and given a fair chance to prove themselves and that the present educational establishment must stop being so defensive and protective of their own interests. Addresses of all the schools surveyed are provided for further information.

Perrone, Vito. "Parents as Partners." Urban Review 5 (1971) 35-40.

Mr. Perrone, Dean of the New School of Behavioral Studies at the University of North Dakota, reviews the desirability of parent participation, then presents various alternatives (including parent councils and listening centers) which might be used to foster parent involvement.

Pfautz, Harold W. "The Black Community, the Community School, and the Socialization Process: Some Caveats." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Pfautz's caveats concerning the urban black movement toward community control of schools revolve around his contention that the movement is primarily political rather than educational. Pfautz, who is a professor at Brown University, claims that the urban schools are obvious targets for the black political movements and warns that community control provides no inherent guarantees of quality, or even improved, education for ghetto blacks.

A sociological analysis of inner-city black neighborhoods reveals that the concept of "community" is more myth than reality; there is little leadership or expertise, insufficient economic resources, and no real "sense of community." Pfautz not only argues that the community school is an impractical goal, but also that the theory is not educationally sound. His major claim is that integrated schools have been shown to be of greater benefit to black children than have segregated schools, and that segregated education has negative outcomes both for academic achievement and the socialization process. The concept of the segregated community school works against the ideal of a democratic and "racially heterogeneous" nation and will only promote further racial isolation, exclusion, and conflict.

Pleischl, Barbara Ann. "Urban Community School." Momentum 2, No. 2 (1971) 26-31.

The author describes the first two years of the Urban Community School, a nonpublic community school in Cleveland formed by the merger of two failing, traditional Catholic elementary schools.

Ravitch, Diane. "Community Control Revisted." Commentary 53, No. 2 (1972) 69-74.

In this very useful article Ravitch evaluates the educational success of the New York City Ocean Hill-Brownsville district during its

three-year existence. She begins with a review of the claims made by supporters and opponents of community control at the outset and during the three years, then looks at the claims made for reading achievement in the district, and the reading achievement at the end of the three years. Her conclusions as to the educational success of community control, in this case, are pessimistic. Comments, with Ravitch's reactions, appear in the June 1972 Commentary, pages 16-22.

Recruitment Leadership and Training Institute. Community Parity in Federally Funded Programs, position paper. Washington, D.C.: Government Printing Office, June 1972.

This paper of the Institute chaired by Bernard Watson of Temple University presents a cogently argued position for more active community participation in local educational policy making. The authors call upon the United States Office of Education to take the leadership in planning and financing local programs in order to offset the unevenly distributed power and quality in education between rich and poor areas. The present educational bureaucracy has consistently undermined or ignored parent-proposed improvements in the schools; the lack of accountability and the defensiveness of the professionals have made the educational system a monopoly that is insensitive to the laws of supply and demand and the needs of the public it serves.

The paper enumerates detailed possibilities for increased parity in educational programs and community involvement. Federal funds for planning, organizing, and executing programs to promote parity are demanded of the Office of Education. Specifics include: a five-year funding period, parent and citizen employment, reimbursement of expenses incurred by citizen participants, fifty percent parent representation on community boards, and communication and coordination with other agencies. Discussions of the theories of Fantini, Havighurst, and Janowitz are presented, as well as various current and possible models of community participation. Of the two alternatives, functional community participation and functional community control, the paper seems to favor real control.

Remmlein, Madaline Kinter. "A Lawyer Looks at Parent Participation." National Elementary Principal 36, No. 1 (1957) 37-44.

The author examines the issue of parent participation in the schools from the legal viewpoint, exposing some of the possible legal pitfalls that may be overlooked in the movement toward community involvement. Among issues discussed are the legal responsibilities of the elected board and school officials, the liability of parents in schools, donations of gifts and services, and legal rights of parents and citizens.

Rempson, Joe L. "Community Control of Local School Boards." Teachers College Record 68, No. 7 (1967) 571-78.

Focusing on improving education in Harlem and other black ghettos, the author seeks an explanation and correction for low achievement in these

schools. On the assumption that the responsibility lies with both the schools and the whole community, he submits a proposal for practical action aimed at integrating school and community in corrective effort. School boards and PTA, coordination of all public activities in the community and adult education programs, are considered.

"Review of 1956: Citizens' Groups." School Executive 76 (1957) 70-71.

This article lists a large number of activities undertaken by citizens' groups in 1956. While the activities are only briefly summarized and are not analyzed in detail, they may give the reader an idea of citizen participation methods of that period.

Rich, Leslie. "Newark's Parent-Powered School: Springfield Avenue Community School." American Education 7 (1971) 35-39.

The Springfield Avenue Community School in Newark, New Jersey, is a ghetto school run by parents. This article describes briefly and eloquently both how that primary (first to fourth grades) school functions and the principles that underlie it. Included are comments by both parents and teachers, interspersed with observations on all aspects of the school's operations.

Riles, Wilson C. "Parents Advise on Policy." American Education 4 (1968) 24-25.

Wilson Riles, at the time Director of the Office of Compensatory Education for the California State Department of Education, discusses that state's experiences in the first two years of the existence of local advisory committees mandated by the Elementary and Secondary Education Act. He speaks favorably of the experiment, mentioning, among other things, the pleasant surprise felt by many administrators who had been heistant to work with lower income parents, and he cites specific cases.

Rippey, Robert M. "The Researcher in the Community." School Review 79, No. 1 (1970) 133-40.

Relating his own experience as a researcher and evaluator of the Woodlawn Experimental School District in Chicago, Mr. Rippey deals more with the general difficulties of evaluation attempts in experimental community schools than with the specifics of the Woodlawn Project. Purposes and goals of the evaluation effort are discussed, and advice is offered to other researchers working with community schools. One of the conclusions reached by the evaluation was that parents had become significantly more involved in school affairs and planning.

Roaden, Arliss L. "Citizen Participation in School Affairs in Two Southern Cities." Theory into Practice 8 (1969) 255-60.

The two cities surveyed are Atlanta, Georgia, and Huntsville, Alabama. The first part of the article surveys citizen participation programs in

Atlanta, suggesting that, while they are not too prevalent at the present time, the germ of the idea has been planted. The most successful program in Huntsville involves the Association of Huntsville Area Companies, not rightfully a citizen participation organization. The lack of interest in community control is attributed to the historical docility of the Southern black and the elitist manifestations of power common in Southern cities.

Rosen, Joseph. "Black Involvement in School Affairs." Illinois School Journal 49 (1969) 38-41.

This brief essay, consisting of an exhortation for increased citizen participation in urban schools, is cogent, but breaks no new ground. The author's main point is that the current dilemmas facing urban schools cannot be resolved without involving the community in all aspects of school management.

Rosenbaum, David. "A Capital Success Story." New York Times, 9 January 1969, p. 68.

The article is a brief but useful description of the Morgan Community School in Washington, D.C., a school successfully decentralized and community controlled, according to the author.

Rosenthal, Alan, ed. Governing Education. Garden City: Doubleday, 1969.

Mr. Rosenthal's compendium includes lengthy selections by experts in education. Part 2, "Community Influences on Public School Policy," is most relevant to the issue of citizen participation, although the volume does contain other chapters germane to that topic. Each section of the book is briefly commented upon by the editor in an introduction that both encapsulates the content of the succeeding articles and explains why they are included. The following chapters in part 2 discuss concerns particularly relevant to citizen participation and are all annotated separately.

Section 1. Citizen Attitudes, Community Elites and School Decisions.
Agger, Robert E. "The Politics of Local Education."
Gross, Neal. "Who Applies What Kind of Pressures?"
Kimbrough, Ralph B. "An Informal Arrangement for Influence over Basic Policy."
Kerr, Norman D. (pseudonym), "The School Board as an Agency of Legitimation."

Section 2. Professional Educators Under Pressure.
Gans, Herbert J. "The New School System."
Swanson, Bert E. "Two Strategies for Power."
Vidich, Arthur J. and Bensman, Joseph. "The Clash of Class Interests."

Also included is an extensive selected bibliography.

Rushing, Joe B. "Involving the Community in School Planning." American School Board Journal 141, No. 1 (1960) 18-19.

This description of the success of a Texas school district in building support for the school program, particularly for a bond issue, through the use of a "Citizens Advisory Committee" created by the School Board itself, enumerates the organizational principles the board successfully followed.

Salz, Arthur E. "Local Control vs. Professionalism." Phi Delta Kappan 50, No. 6 (1969) 332-34.

Defining the basic conflict for political power between the lay community and the "professional" teachers in the making of policy in urban schools, Salz traces the simultaneous development of the community control movement and the increasing strength of the teachers unions and concludes that conflict between the two factions is inevitable. Recognizing the legitimacy of both community and educators claims, he predicts controversy and hard negotiations in the future.

Smith, Donald H. "Changing Controls in Ghetto Schools." Phi Delta Kappan 49, No. 8 (1968) 451-52.

The director of the Center for Inner City Studies at Northeastern Illinois State College disagrees with the conclusions of the Coleman Report that integration improves the achievement of black children. Instead, he calls for sweeping reforms for black control and personnel in predominantly black schools. Such schools, rather than integrated middle-class schools, will have the necessary positive effect on the black school children's self concepts and sense of control and should raise academic achievement levels.

Steel, Lewis M. "Community Control and the Courts." Community Issues, Vol. 1, No. 5. Flushing, New York: Institute for Community Studies, Queens College, 1969.

In this case study by a former attorney for the NAACP of the role of the courts in the New York City decentralization dispute of 1968 three different suits are described. Steel discusses the implications of the judicial rulings, all of which supported the white educational establishment against the claims of the blacks of Ocean Hill-Brownsville. He claims that the courts are strangling the black movement by their initial decisions against compulsory desegregation and their present decisions against decentralized community control of schools. He challenges the fairness of the courts' past rulings and calls for responsible support from the judiciary so that black-white relations do not further deteriorate.

Street, Scott W. "How Far Can Parents Go?" National Elementary Principal 36, No. 1 (1957) 11-20.

The principal of an elementary school discusses the question of parent-citizen participation in formulative school policy. He rephrases the question "How Far Can Parents Go?" into "How far can the principal and staff go with the parents to plan curriculum?" Street discusses the need for confidence and expertise on the part of principal and faculty, for understanding the group process, and for giving enough time and effort to allow full community involvement. He illustrates his position with two personal experiences of cooperation with parents in planning and policy making.

Thomas, Arthur E. "Community Power and Student Rights." Harvard Educational Review 42, No. 2 (1972) 173-216.

Thomas, the founder and director of the Center for the Study of Student Citizenship, Rights, and Responsibilities in Dayton, Ohio, argues that one of the most effective and necessary ways of beginning to organize community control of schools as well as to achieve humane and effective education for black children is to develop legal channels to protect student rights. His concern is for everything from school rules and regulations to court cases around tracking and expulsion. Thomas focuses on new interpretations and uses of the law to confront racist educational channeling and general miseducation of blacks. Demonstrating the psychologically liberating aspects of using the law to give students and their parents a new sense of control over their lives, the author uses many examples from the Dayton, Ohio, school system.

Tirado, R. C. "Different Approach to School and Community Relations in a Depressed Community." Journal of Educational Sociology 36 (1963) 310-18.

After castigating the traditional approach schools take in their relationship with the community, the author describes a case study he and colleagues undertook in a depressed community in Puerto Rico in which they supplanted the traditional PTA Executive Board, dominated by a small group, with a more democratic and flexible Advisory Council. The initial results (the article was written shortly after the plan was begun) are detailed in the article.

The United Teacher. Published by United Federation of Teachers, New York City and UFT advertisements in New York Times, "News of the Week in Review" section.

The union's own newspaper and the weekly column by UFT President Albert Shanker are the best sources of the organization's position on the New York City controversy of 1968 and in the continuing conflict over decentralization since then. Some of the main issues raised during the 1968 period are: 1) role of Ford Foundation in the Ocean Hill-Brownsville district, 2) harassment of UFT teachers by community governing boards, 3) transfer and dismissal of teachers without due process, 4) racism and black anti-semitism, 5) role of UFT in innovative elementary schools, 6) operation of interim schools during the strike by UFT teachers, 7) the impact of decentralization and community control. See, for example, United Teacher, 16 October 1968, 6 November 1968; New York Times' advertisements, 15 August 1971, 13 February 1972.

Usdan, Michael D., and Nystrand, R. O. "Towards Participation Decision-Making: The Impact of Community Action Programs." Teachers College Record 68 (1966) 95-106.

Focusing on what they term an increasingly significant encroachment taking place on the once undisputed domain of the professional educator, the authors examine the Community Action Programs established under Title II A of the Economic Opportunity Act of 1964 and conclude that there are certain definable factors for concern by urban educators.

Walter, Stephen E. and Streit, Kenneth. "Community Control in Education." Clearinghouse Review (May 1973) 13-14.

The authors survey the current legal setting for efforts at community control and decentralization, given a school board either amenable or hostile to a community's demands. The article refers to literature on community control attempts to New York City, Philadelphia, Washington, D.C., Boston, and Detroit. It also mentions three frequently cited federal cases having to do with community control of education: Oliver v. Donovan, 293 F. Supp. 958 (New York, 1968); Owens v. School Comm. of Boston, 304 F. Supp. 1327 (Massachusetts, 1969); and Norwalk CORE v. Norwalk Board of Education, 298 F. Supp. 213 (Connecticut, 1969). The article also refers to a 1973 U.S. Supreme Court decision, which gives some indication of the thinking of the members of the Supreme Court: San Antonio Independent School District v. Rodriguez, 41 U.S.L.W. 4407 (U.S., March 21, 1973).

Weinberg, Meyer. "Educational Bureaucracy and Educational Change." Integrated Education 7, No. 5 (1969) 39-48.

Weinberg discussed the contemporary educational bureaucracy and possibilities and proposals for change, particularly for community control of schools.

Weinman, Janice. "Local Control over Formal Education in Two American Indian Communities: A Preliminary Step toward Cultural Survival." Review of Educational Research 42, No. 4 (1972) 533-39.

The author reports on her findings as a participant-observer in two Pueblo Indian communities, San Juan and Santa Clara. She explores the primary assumptions behind proposals for complete community control: actual community control of education by the adult generation leads to greater relevancy of adult behavior, which leads to a sense of efficacy developed by the adult generation, which is transferred to children, who then are more motivated to achieve in school. The differences between the two communities are detailed to illustrate the need for flexibility and differentiated treatment in applying and developing the local control idea in different settings. She concludes that the primary value of local control initially is the opportunity to define which skills and aspects of Indian culture should be included in formal education to make it more relevant to the local communities' values and needs.

Weissman, Harold H. Community Councils and Community Control: The Workings of Democratic Mythology. Pittsburgh: University of Pittsburgh Press, 1970.

The major purpose of this study is to develop a model for understanding how community councils operate and how they might be more effective. Finally chosen is the "exchange model," which links individual, group, and organizational behavior to anticipated return. The author's focus is much more on organization maintenance than on goal attainment, although one seriously out of balance with the other risks collapse. As a means of evaluating potential projects and coalitions, means and participation, the exchange model provides a steady measure.

Specifically, the book describes the growth and disintegration of the "Du Pont" Neighborhood Council from 1955 to 1969. As an interesting, down-to-earth, and practical study of the "exchanges" made within one urban community council over a fourteen-year period, the book is a success. Mr. Weissman details the various ethnic, religious, and class groupings in the community and focuses on the exact goals, tactics, and structures which made cooperation between so many diverse people possible. His analysis is sufficiently rooted in the everyday realities of urban neighborhood politics as to be useful reading for anyone thinking of organizing across class, racial, or religious lines. In fact, as a careful guide to council building anywhere, the book has much to offer in the way of good common sense.

Wheaton, Lucille. "A Citizen's View of Citizens' Committees." Journal of Secondary Education 36 (1961) 138-40.

This brief article consists of an address given by Ms. Wheaton, President of the Delano, California, Council, P.T.A., to a group of educators. Ms. Wheaton discusses her views as to how and why citizens committees should be called into being. Despite its brevity the article is thoughtful and informative.

Wilcox, Preston R. "The Community-Centered School." In Radical School Reform, Neal Gross, ed. New York: Simon and Schuster, 1969.

Wilcox's initial claim is that public education is in reality a dual system--one for white students and the other for blacks, both controlled by white educators. The schools are based on white, middle-class values and assumptions and exist for the protection and advancement of the white majority. The community control movement is the fight of blacks and the poor to control their half of the system and make it responsive to the pressing needs of their children and their communities. Wilcox calls for both community-controlled and community-centered schools run by blacks for blacks, including the adults. Besides being an acculturation tool and educational instrument, the school must be a real community center for recreation, cultural expression, and political action.

The author does not understand the community school to be ethnically or racially exclusive or separatist; instead it would permit direct participation for all residents of the cities in their own social and economic

advancement. Among the roles and tasks that Wilcox anticipates for the community school are the following: a redistribution of power, a new citizen-parent-student alliance, adult education and involvement in schools, economic development, mutual aid activities, and information and communication services. For Wilcox, such reforms go beyond black political considerations to involve the very "relevance of education to life." Many useful, specific suggestions for citizen participation are given.

Wray, Jessie E. "Alternative Systems of Education." Integrated Education 8, No. 6 (1970) 39-40.

The article, by the coordinator of Milwaukee's Federation of Independent Community Schools, describes these Milwaukee community schools.

Young, Whitney M., Jr. "Minorities and Community Control of the Schools." Journal of Negro Education 38 (1969) 285-90.

After denouncing the traditional control of schools by the white middle class and the paternalistic overtones involved, Mr. Young speaks favorably of local control of schools. He points out the psychological advantages of local control for both pupils and parents, discusses the issue of school finance (one of the major considerations in community control), calls for a new system of teacher internships and faculty distribution, and refutes the misgivings of critics of community control.

See also Section 1 for

Berger, Michael L. "Community Control of Schools."

Katz, Michael B. Class, Bureaucracy, and Schools.

See also Section 2 for

Arnstein, Sherry R. "Eight Rungs on the Ladder of Citizen Participation."

See also Section 3 for

Rempson, Joe L. "Community Control of Local School Boards."

See also Section 4 for

Alsworth, Philip, and Woock, Roger R. "Ocean Hill-Brownsville,"

Brownell, Samuel M. "Desirable Characteristics of Decentralized School Systems."

"The Bundy Report: A Critical Analysis."

Cohen, David K. "The Price of Community Control."

Cunningham, Luvern L. "Decentralization: A Forward Step?"

Deer, R. L. "Meeting Community Demand for Decentralization of Control."

Epstein, Jason. "The Politics of School Decentralization."

Fantini, Mario. "Implementing Equal Educational Opportunity."

Featherstone, Joseph. "Community Control of Our Schools."

Featherstone, R. L., and Hill, Frederick W. "Urban School Decentralization."

Fein, Leonard J. "The Limits of Liberalism."

Gittell, Marily. Participants and Participation.

Gittell, Marilyn. "Professionalism and Public Participation in Educational Policy Making."

Gittell, Marilyn. "Saving City Schools."

Kristol, Irving. "Decentralization for What?"

LaNoue, George R. "Political Question in the Next Decade of Urban Education."

Lieberman, Myron. "Let Educations Run Our Schools."

McCoy, Rhody A. "The Formation of a Community-Controlled School District."

New York City, Mayor's Advisory Panel on Decentralization of the New York City Schools.

Ornstein, Alan C. "Administrative/Community Organizations of Metropolitan Schools."

Poinsett, Alex. "Battle to Control Black Schools."

Rubenstein, Annette, ed. Schools Against Children, the Case for Community Control.

Saliterman, Gail. "Participation in the Urban School System: A Washington Case."

Schrag, Peter. "Siege at the Fortress School."

"School Decentralization: Legal Paths to Local Control."

Shanker, Albert. "What's Wrong with Compensatory Education."

Sizer, Theodore R. "Report Analysis on the Bundy Report, 'Reconnection for Learning.'"

Steel, Lewis M. "Community Control and the Courts."

Testamark, Jelen E., et al. "Case Presentation: I.S. 201."

Tyack, David B. "The Tribe and the Common School."

Usdan, Michael D. "Analysis of New York City Experiments."

Usdan, Michael D. "Citizen Participation."

Wilcox, Preston. "The Controversy over I.S. 201."

Zazzaro, J. "Lessons from New York."

Section 6: COMMUNITY SCHOOLS

Buehring, Leo E. "New Pattern: Community Schools." Nation's Schools 61, No. 1 (1958) 35-39.

A brief case study of the Flint, Michigan, school system as a functioning "community school" system, this is a useful article.

Campbell, Clyde M., ed. Toward Perfection in Learning. Midland, Michigan: Pendell Publishing Co., 1969.

Mr. Campbell was director of the Mott Institute for Community Improvement at the time this book was written. His work presents the early case histories of two community schools in Flint, Michigan, sponsored by the Mott Institute.

Consisting of a series of essays written by the staff of the Institute on different aspects of the community school, this book is an exposition of the Institutes' objectives, ideals, and plans regarding the community school. It covers a wide spectrum of information related to that type of institution and to its effectiveness; it should be of interest to anyone concerned with citizen participation.

"The Community School." National Elementary Principal 52, No. 1 (1972) 30.

The community school is defined as a place in which the education of children and the activities of a community occur either alternately or simultaneously." The article projects the future of community schools and describes three pioneering community schools: Lowell, Massachusetts' Everywhere School; Chinatown Plaza in New York City; and the Stewart Hill School in Baltimore, Maryland.

Goglia, Ralph M. "New Haven Turns to Year-Round Community Schools." Nation's Schools 80, No. 3 (1967) 62-64.

The author describes the use of seven New Haven schools as community schools, functioning as an educational center, a neighborhood community center, a center for community services and neighborhood life.

Kelnur, Bernard G. "What It Takes to Get Community Schools Going." Nation's Schools 82, No. 3 (1968) 66-68.

The article is a case description of the Philadelphia effort to establish community schools tied to family, neighborhood, and other relevant institutions.

Knurtson, H. T., "School-Community Relations." Review of Educational Research 28 (1958) 358-69.

The author points out the limits of the survey-type research in citizen participation and asks for research into new methods and ideas. The literature reviewed briefly here is more or less concerned with communications and attitudes between educators and citizens.

National Society for the Study of Education. The Fifty-Second Yearbook, Part II: The Community School. Chicago: The University of Chicago Press, 1953.

This entire volume is germane to the issue of citizen participation. Consisting of seventeen chapters by distinguished academicians, it discusses the many facets of establishing and maintaining a community school. The chapters are divided into four sections. Section one, "Reorienting the Community-School Program," contains five chapters which attempt to explain the nature and the context of a community school. Three of these examine the concepts surrounding the community school, one discussing the nature of American communities and one detailing methods for community study.

The six chapters of the second section, "Distinctive Features of Community Schools," are concerned with administration. They cover the program of the community school, its staff, its organization and administration, its school buildings, its relationship with the community, and its potential worth.

Section three, "Educational and Social Experimentation Reflecting Community-School Objectives," cites current and past experiments with the community school concept. The first chapter discusses a Michigan case study; the second speaks of the applicability of the community school concept to other countries, citing cases in five countries; the third speculates on the relation between the concept and communities of greater scope than have generally been considered; the fourth traces the community school concept to Utopian thought; and the fifth presents the development of the community school through the advent and subsequent progress of the power age.

Section four, "Looking Forward to Further Development of the Community School," in one chapter speculates favorably on the future of the community school.

Phi Delta Kappan 54, No. 3 (1972): "Community Education."

The entire issue includes articles on most facets of community education.

Saltzman, Henry. "The Community School in the Urban Setting." In Education in Depressed Areas, A. Harry Passow, ed. New York: Bureau of Publications, Teachers College, Columbia University, 1963.

Saltzman discusses the "community school" concept--that of a school oriented toward the local community, but run and planned by professional educators rather than the members of the community themselves. The author recognizes the problems that educators have in understanding

and identifying with the poor urban areas and emphasizes the need for a sensitive, intelligent, and creative staff for schools in urban areas.

Four types of the "community school" concept are discussed: schools with 1) community-centered curriculum, 2) vocational-centered curriculum, 3) community-centered functions, and 4) community service programs. The major needs he sees for his vision of the effective urban school are a multiagency planning process, excellent staff and faculty, programs for collective action oriented toward community needs, and curriculum enrichment and development.

Seay, Maurice F. "Community Schools as Rural Centers." Phi Delta Kappan 36, No. 1 (1954) 15-19.

Seay discusses the various functions that the school can and should provide the rural community and shows how public participation in schools not only increases concern over quality education for the children, but also benefits the members of the community by furthering education and skill training and serving as the center for the rural community to bring the people together for recreation and serious study.

Stern, Aaron. "Aims and Goals of Parent-School Interaction." National Elementary Principal 36, No. 1 (1957) 294-302.

The author, then on the staff of Yale University's Child Study Center, emphasizes that the quality of a school reflects the level of parent-school interaction in the community. Because educational concerns now deal with the development of the "whole child," the specific need for the school to understand the community setting is recognized. The school must accept and work with the community in order for the community to accept and work with the school; only then will a valid educational environment for the children be developed. Stern calls for real parent input and decision making, not just placation of the public and forming an organization to "yea-say" present school policy and programs.

Totten, W. F. "Community Education, Best Hope for Society." School and Society 98 (1970) 410-13.

The author, Director of the Mott Graduate Study Program in Community Education, examines the underlying tenets and justifications for community schools, then narrows the focus of his study to Flint, Michigan, where community education has existed partially since 1935. He cites a series of statistics that seem to support his claim as to the advantages of community education.

Section 7: ADMINISTRATION AND ACCOUNTABILITY

American Association of School Administrators. Educational Administration in a Changing Community. Thirty-seventh Yearbook. Washington, D.C.: American Association of School Administrators (a department of the National Education Association), 1959.

A committee of the Association of School Administrators discusses the role of the school superintendent as community leader. The book has value as a historical reminder of how the administrative leaders viewed their role in the community and, consequently, the relationship appropriate between school and community at the time this was published.

Anderson, Vivienne, and Davies, Daniel R. Patterns of Educational Leadership. Englewood Cliffs, New Jersey: Prentice-Hall, 1956.

Designed for educational administrators, this book presents a number of hypothetical situations involving human relations problems that might confront any school principal. Each chapter consists of selected case studies and is followed by questions designed to provoke thought by injecting the reader into the situation described and forcing him to consider the circumstances as well as possible courses of action. In addition, successful programs are presented, with appropriate bibliographies, along with suggestions for coping with various problems. The three chapters directly related to citizen participation are chapters 3, "Developing a Community School," 4, "School-Community Relations," and 5, "Working with Parents."

The book is light reading and would probably not be of interest to the scholar concerned with the more esoteric aspects of citizen participation. It should be viewed as a "how-to" primer seeking to implant seeds of thought that might germinate with further study and consideration.

Baker, Eva L. "Parents, Teachers, and Students as Data Sources for the Selection of Instructional Goals." American Educational Research Journal 9, No. 3 (1972) 403-11.

The article reports on a study of the feasibility of involving parents, teachers, and students in determining curriculum goals through the mechanism of obtaining ratings from the three groups of the value of each of several measurable possible goals, then using objectives-based testing to evaluate actual achievement. The study concerned measurable objectives in mathematics at the junior-high school level; it includes tabulations of the results. The approach used fits under the rubric of "needs-assessment."

Blyth, Donald J. "Working with Parents in Disorganized Urban Community Areas." National Elementary Principal 36, No. 1 (1957) 68-73.

The principal of the Brainard School in Chicago examines the problem of deteriorating school-community relations in urban areas that are undergoing rapid economic and social changes. Having described the community "symptoms" of lowered residential desirability, crime, and broken homes and the school "symptoms" of increasing discipline problems and diminished pupil readiness for school learning, he argues that the school

officials must first understand, accept, and adapt to the changing realities of local conditions, then redouble efforts, especially through the P.T.A., to strengthen school-community contact and co-operation.

Buckley, William F., Jr. "A Valiant Effort at Compromise." National Review, 25 February 1969, p. 192.

Buckley advocates a voucher system, each voucher to be used at the school of the individual parents' choice, as an alternative to the kind of decentralization plan attempted in Ocean Hill-Brownsville in New York City.

Campbell, Roald R. "The Folklore of Local School Control." School Review 67, No. 1 (1959) 1-16.

Debunking the myth of local control of schools is the purpose of Campbell's article, which reviews the increasing involvement of the state and federal governments in all levels of educational policy and administration. He cites factors such as desegregation, curriculum and certification requirements, and financing to substantiate his claim that local authority should be very limited. Campbell calls for a working partnership of local, state, and federal authorities, as well as consistent policy making and increased federal funding.

Cochran, Leslie H. "An Ombudsman for Urban Schools." Bulletin of the National Association of Secondary School Principals 53, No. 335 (1969) 57-64.

As one possible element in a program of administrative reform of school systems, the "ombudsman" concept is here defined and discussed. The author includes an organizational pattern in which an ombudsman would be able to promote judicious reform.

Cunningham, Luvern L. "Trends and Issues in Client Demands and System Responses." Paper presented at the annual meeting of the American Educational Research Association, Los Angeles, California, 8 February 1969. Available through ERIC, EDO 29357, FA 002121. Microfiche $.65; hard copy $3.29.

Client systems are groups of students or citizens with a stake in the institution of education, who depend upon it, and who are motivated to take some action in its regard. Teachers comprise a third system with a professional interest in education. Each system is a complex of subsystems or subgroups with contradictory as well as complementary expectations. Growing dissatisfaction with the level of teacher performance is reflected by the increasing struggle for participation in the affairs of schools by the two client systems and the professionals. Recommended school system responses to these pressures include 1) opening up to a consideration of subsystems needs, 2) dealing positively

with problems of client system linkages, and 3) utilizing contemporary rational decision-making procedures. (Annotation prepared by ERIC)

Dady, Milan B. "Improving School-Community Relations." Journal of Research and Development in Education 5 (1972) 91-94.

To improve school-community relations, Mr. Dady says that educators must strive to remove the causes that have contributed to the public lack of confidence in the schools and must return to the simpler face-to-face relations that laymen once had with school people. Schools must become less monolithic; school issues must be explained in such ways as to be comprehensible to laymen; parent participation must be encouraged; and the harmful myths of the past must be discarded.

Downs, Anthony. "Competition and Community Schools." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

Starting with the premise that large city school systems are essentially monopoly organizations, the author suggests the injection of competition into the educational system. Mr. Downs, of the Real Estate Research Corporation, discusses the possibilities and requirements for an educational program that would ensure quality through competition for resources and market. He outlines five basic requirements for a competitive system: 1) a means for consumers to evaluate outputs, 2) the existence of alternative supplies, 3) the freedom to offer significantly varying products, 4) consumer control over significant resources, and 5) the freedom for consumer preference to influence resource allocations.

He makes several practical suggestions to promote limited competition among educational alternatives, including parental freedom to send their children to other than neighborhood schools and vouchers for educational services and facilities. He emphasizes the need for a valid and open system of evaluation of both educational processes and products. The obstacles and difficulties facing evaluation of education are enumerated, such as the multiple aspects and goals of schooling, the various factors affecting achievement, and professional resistance to external evaluation. The author recognizes the potential worth of decentralized community-controlled school systems, but insists that real educational alternatives must be provided to the public in order to permit a competitive structure that would guarantee better quality schools.

Educational Technology 11, No. 1: Accountability in Education (1971).

The entire issue covers a wide variety of the facets of accountability.

Estes, Nolan. "The Concepts of Shared Power." Bulletin of the National Association of Secondary School Principals 55, No. 335 (1971) 69-75.

First enumerating the pressures on school administrators to share power with parents, students, teachers, and other groups, the author explores the implications for school principals of sharing power and analyzes the proper roles for the principal in school structures with a more diffused power structure.

Fantini, Mario D. "Needed: Radical Reform of Schools to Make Accountability Work." Nation's Schools 89, No. 5 (1972) 56-58.

Fantini argues that current pressures from the public for accountability by professional educators will not be met without specific reforms in the structure of public education.

Friedman, Milton. "Decentralizing Schools." Newsweek, 21 November 1968, p. 100.

This is a concise presentation of Friedman's plan to introduce competition in schooling by the use of vouchers, good at the school of the parents' choice.

Friedman, Milton. "The Voucher Idea." New York Times Magazine, 23 September 1973, p. 22.

One of the nation's leading economists outlines his program for a voucher system of education. Friedman contends that the educational establishment must accept the competition of the open market if educational equality is to improve. He proposes government-funded vouchers be given to each family for each child so that each "client" can choose among various educational activities and institutions.

Much of the article consists of Friedman's defense of his proposal against many charges and criticisms. Such issues as segregation, parochial schools, and social class are discussed.

Goldhammer, Keith. "Citizen Participation and Criticism of Education." American School Board Journal 132 (1956) 27-28.

The author begins by divorcing the small minority of destructive critics of education from the immense majority of constructively concerned citizens. It is on matters involving this latter group that he wishes to concentrate, specifically on the need to countervail the decrease in citizen participation that has emerged as a result of the continued expansion and increased professionalism of the educational system. After generally citing benefits to be expected from a return to increased citizen participation, he proposes a generalized three-point program. The essence of this program involves the individual school system's concocting means by which to better inform and motivate the citizenry, thus facilitating their involvement.

Goldhammer, Keith. "School Administrator and His Community." American School Board Journal 134 (1957) 35-37.

After first tracing the historical development of America's schools from simple, locally controlled institutions to complex, state-controlled and highly professionalized systems, the author examines psychological sources of potential conflict between the professional school administrator and local community members. He proposes three very

general techniques to avoid such conflict: 1) increasing citizen participation, 2) expanding the flow of information about the schools to the community, and 3) avoiding paternalistic attitudes on the part of administrators.

Grinnell, J. E., and Young, Raymond J. The School and the Community. New York: The Ronald Press, 1955.

In order to provide a summary of the various aspects of school-community relations, the authors have compiled a series of essays, written by specialists, on a panoply of relevant topics. The work itself is directed primarily at teachers and administrators, but the nature of the material is such that it can be of value to a wide variety of readers.

The first part, concerned with the educational relationship between the community and the school and how best to utilize community resources, is relevant to citizen participation. Of particular worth are chapter 7, "Citizen Interest and Participation," by G. D. McGrath, which discusses citizen advisory committees at length and contains a bibliography; chapter 8, "The Parent Teacher Association and Other Parent Groups," by Raymond J. Young, concerned with the history, purpose, and possibilities of the P.T.A. and including a list of supplementary readings; and chapter 9, "The Public School and Community Religious Organizations," by Raymond J. Young, which examines the historical relationship of the two, surveys the legal questions involved, covers the issue of "released time," suggests ways the two can cooperate, and lists supplementary works.

Gross, Neal. Who Runs Our Schools? New York: John Wiley and Sons, 1958.

Because the author believes that superintendents and school board members run our schools, he concentrates on presenting the research findings about these two groups and how they feel about their jobs, according to an extensive opinion survey of half the superintendents and school board members in Massachusetts in the academic year 1952-53.

Chapter headings are in the form of explicit, rhetorical questions (ex. "Who blocks the public schools?" Who supports the public schools?") which accurately reflect the subject matter dealt with in their respective sections, always as seen through the eyes of the respondents. Since questions such as the two cited above must of necessity elicit answers involving community members and organizations, the book is tangentially related to citizen participation, but at no point is this consideration the primary focus of the material. While the author's caution to the reader regarding the error of generalizing the results of the study as applicable to superintendents and school board members everywhere is correct, the book nevertheless serves as informative background material to any layman concerned with the opinions of these two vital components of the educational establishment.

Grossman, Howard J. "Do School Districts Need an Ombudsman?" American School Board Journal 155 (1967) 6-7.

An argument in favor of ombudsmen for school districts, the article reviews the Swedish origins of the term and some attempts in the United States and elsewhere to create such a post.

Haring, Roy J. The Role of the Superintendent in the Interrelationship of School and Community. New York: Bureau of Publications, Teachers College, Columbia University, 1953.

This book presents the results of conference group discussions associated with a 1952-53 Pennsylvania school project initiated and sponsored by the Pennsylvania Association of District Superintendents and the Cooperative Program in Educational Administration, Middle Atlantic Region. It discusses a wide spectrum of considerations including suggestions as to how the superintendent can encourage public interest in the schools, the importance of teaching and of teacher participation in community activities, learning how to utilize community resources, the role of P.T.A.s and how such organizations should be dealt with, school boards and how they can be induced to operate so as to increase parent participation, and how to create lay committees to advise on specific problems.

Written from the point of view of the superintendent, this book is designed to help develop his understanding of the possibilities and responsibilities of his office. Examples from participating school districts are presented.

James, H. Thomas, and Levin, Henry M. "Financing Community Schools." In Community Control of Schools, Henry M. Levin, ed. Washington, D.C.: The Brookings Institution, 1970.

The authors make two major suggestions for one of the more difficult practical problems facing the community control movement, the financing of local schools: first, that no school district should be larger than one high school and its feeder elementary and junior schools; second, that central school authorities should distribute monies to local districts in a lump-sum amount.

Wanting to maintain the legitimacy of the concept of "community," the authors suggest boards for individual schools within each district coordinated by a district board. They also recognize the necessity for financial autonomy of local boards in order to guarantee free policy making and diverse and experimental programs that deal with community needs. The lump-sum amount given to a school should be determined by a variety of factors, especially enrollment size, special programs, and what the authors call the "degree of disadvantage" of the student body. Another important suggestion is that monies be spent to train and educate the community school board, and to provide expert advice, information, and a good evaluation system for the schools under the board's jurisdiction.

Kimbrough, Ralph B. "Bureaucratic Organization and Educational Change." Educational Leadership 25 (1967) 220-24.

Although this article does not treat community control, it might be of interest to those who would like to know more about bureaucratic structures and how they operate. The problem of change and how it is or is not accomplished within a bureaucratic structure might be useful to those seeking to cause such change.

Knezevich, S. J. "Accountability and Why It Shouldn't Panic You." American School Board Journal 159, No. 9 (1972) 62-65.

In this readable discussion of the "new" accountability and step-by-step outline of what is involved in developing a plan of accountability, the author distinguishes the "new" accountability as a desire to hold schools responsible for results as well as for how money is spent.

Krystal, Sheila, and Henrie, Samuel. Educational Accountability and Evaluation, PREP Report No. 35, United States Office of Education, Washington, D.C.: Government Printing Office, 1972.

This excellent paper is a thorough examination of the issue of accountability and evaluation, with recommendations and case study illustrations. Defining the ambiguous rubric of "accountability" as a "philosophy of responsibility" or as the introduction of "system" into the educational process, the authors discuss the system theory of education, which, like that of product- and process-oriented organizations, includes the elements of input, transformation, output, and feedback. The development of valid and useful feedback mechanisms through educational evaluation is at the crux of the accountability issue.

The changing ideology of the schools is traced from "sink or swim" responsibility, solely placed on the students' shoulders, to the "mastery learning" or "zero-reject" approach, in which the school is held responsible for the academic success of each child. Although they are certainly in favor of accountability, the authors do have several important caveats, including the danger of reductionism in evaluation and the resistance of the present educational establishment.

At the heart of the accountability concept is educational evaluation. An insightful discussion of present techniques and hazards of evaluative methods is presented, with great emphasis on further development of evaluative instruments. Among the types of evaluation mentioned are formative, summative, and cost-benefits assessment. The need for clear and definite value and goal setting is stressed as the basis for valid evaluation attempts.

Several models of accountability programs are presented and discussed in detail. They include the well-known performance-contracting model, the voucher system, the external educational program audit, and systems analysis. The pros and cons of the above models are argued, and case studies of five projects are given.

The paper also contains extensive and valuable bibliographies on all facets of the accountability issue.

Lachman, Sidney P. and Bresnick, D. "Educational Ombudsman for New York City?" School and Society 99 (1971) 168-70.

This well-written, concise, and cogent article proposes in detailed and systematic fashion the creation of an office of educational ombudsman for the New York City school system. After first briefly summarizing the history of the ombudsman, with emphasis on the New York community, the authors list the functions that they feel an educational ombudsman might perform.

Lessinger, Leon M. "Accountability in Education." In Resources for Urban Schools: Better Use and Balance, Sterling M. McMurrin, ed. New York: Committee for Economic Development, 1971.

This article, a summary of Mr. Lessinger's book, Every Kid a Winner: Accountability in Education, calls for a "proof-of-results" policy in public education. The commitments that educators and society have made in education have not been matched by feedback mechanisms and methods of evaluating if those commitments have been achieved. Lessinger calls for the competitive market process to enter education. School boards would hire commercial firms to fulfill "performance contracts," with specified objectives, such as reducing the dropout rate, within a certain time period--and only if the program succeeds would the firm receive full payment. Incorporated in the plan is the use of an "independent accomplishment audit" to determine the program's results and a method of assuming the program under the school's regular administration after the contract period ends.

He also discusses other issues such as the need for more federal funds for educational research and development and the "Producer-Consumer School District Contract" by which one school system can share a successful program with other interested districts. He proposes a voucher system in which private performance contracts can be made between individual parents and educational institutions. Finally, he calls for the foundation of a society to study and promote the idea of accountability in education.

Lessinger, Leon M. Every Kid A Winner: Accountability in Education. New York: Simon and Schuster, 1970.

Leon Lessinger, former U. S. Associate Commissioner of Education, presents a cogent argument for the concept of accountability in education and outlines a detailed implementation plan. Lessinger would rely on professional and expert control of actual programs in schools; however, local communities would have authority over the experts and would set goals and policies. The author claims that, at present, neither the methods or objectives that promote accountability are found in the professional bureaucracy running the schools. His detailed proposal for a technology of "educational engineering" would create a competitive market in education, so that consumer checks on quality and cost would operate as they do in the commercial sphere.

Lessinger proposes that local school boards determine what needs they have and, with the assistance of a professional support and management group,

accept bids and plans from commercial education firms to contract for evaluation of performance. An integral element of the plan is the "independent evaluator," who would judge the program's success in measurable "output" terms. The firm would receive full payment only if its program succeeded according to preset goals and criteria. If the program is a success, it would be incorporated into the school's own curriculum and budget at the end of the trial period. The author discusses the need for research and development money in education and how to finance his proposal on a national level.

Mr. Lessinger provides a case study of the widely publicized antidropout program in Texarkana. He then emphasizes the need for cooperation between the lay community and professional educators, for the new educational technology that he foresees will require not only the expertise of the professional, but also a sound decision-making process and control of policy on the part of the public.

Levin, Henry M. "A Conceptual Framework for Accountability in Education." Occasional Paper 72-10, School of Education, Stanford University, September, 1972.

In an effort to establish a valid theoretical foundation for the accountability movement, Mr. Levin analyzes and discusses the concept of "accountability," exploring four basic models: performance reporting, a technical process, a political process and an institutional process. The first two models concern how to measure actual achievement and promote better achievement in schools, and the final two deal with the larger questions of "to whom and for what?" are the schools accountable. Levin believes the four models to be a result of the different values and experience of the educational theorists.

A proposal for an ideal accountability system is forwarded, with a discussion of the difficulties of implementing such a program in the current school system structure. True accountability requires the following steps: 1) clear formulation of educational goals, expectations, and priorities by the public, 2) communication of these goals to the educator, 3) implementation of appropriate and effective programs under the expert guidance of the educator, 4) long- and short-term evaluation of the programs, and 5) feedback of results to both the educator and the public. Levin argues that such a model is an impossibility because of the present structure of American Schools. He believes a total reorganization of educational governance and process is necessary if the schools are to be held accountable for their actions by the taxpaying public.

Levin, Henry M. "Financing Education for the Urban Disadvantaged." In Resources for Urban Schools: Better Use and Balance, Sterling M. McMurrin, ed. New York: Committee for Economic Development, 1971.

Levin deals with the difficult problem of providing adequate money, and ensuring proper use of such money, to the inner-city schools that most need it. Outlining the three major obstacles to adequate and proper financing of city schools, he then proposes antidotes and reforms to relieve the problems. At present, city schools are cheated of necessary

funds for two reasons: 1) the local property tax method of financing schools discriminates against poor areas, and 2) the costs for educational facilities and personnel are higher in the cities. Levin believes, however, that the states will soon be forced to revamp their system in order to provide at least equal, if not extra, funding for schools in urban areas.

Because monies are presently distributed by districts rather than by individual schools, the poor and minority communities are often shortchanged. The central board can allocate different amounts to the schools under its jurisdiction, and, more often than not, the schools serving the lower income black areas receive less money than their white middle-class counterparts. To offset this disparity, Levin proposes allocation of funds on a school-by-school basis, determined by vital data on school achievement levels and student body makeup.

The greatest problem is that of ensuring that monies are properly administered and effectively used in valuable programs within individual schools. Calling for incentive systems to be instituted in the schools, the author proposes two possible models. The first, the "educational marketplace" idea, provides for real competition for students and resources between schools--with proponents such as Friedman, Downs, and Coleman. The second is the "community control" model in which new innovation and reform would be promoted through powerful local control and input into school policy and programs suited to community needs. Levin believes that these two models, or a combination of both, represent real hope for the future of urban education.

Levin, Henry M., Guthrie, James W., Kleindorfer, George B., and Stout, Robert T. "Capital Embodiment: A New Approach to Paying for Schools." In New Models for American Education, J. W. Guthrie and E. Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

The basic premise of this thoughtful article is that compensatory financial resources must be allocated to public schools attended by lower-class and minority children. The striking disparities between the home environments of upper- and lower-class children place great disadvantages on poor children, and rather than offsetting this imbalance, schools presently aggravate and reinforce these differences by providing better educational opportunities in wealthy communities than in poor ones. To close this "opportunity gap" more money must be spent, on a per capita basis, for children of lower-middle and lower income families. Using the notion of "capital embodiment"--the amount of money invested in each child--the authors propose a method of financing schools that would equalize opportunities for all children by graduation from high school.

A statewide property tax, augmented by other state revenues, would provide the basis for school funding. The authors give an approximate example of the ratios of money that would need to be spent for lower-class children in order to equalize educational benefits by grade twelve. Money would be distributed, not by district, but by individual school according to vital data about the student body makeup which corresponds to the general achievement level of the school.

Although such a financial system would require central administration on the state and city level, the authors insist that decisions concerning the use of the money must be made by local districts and individual schools. Decentralized authority and community participation and/or control are emphasized as important steps toward the proper use of monies and development of programs.

Lieberman, Myron. "An Overview of Accountability." Phi Delta Kappan 52, No. 4 (1970) 194-95.

This brief article by the guest editor of the Kappan's issue on accountability is a very general overview of the question. Lieberman distinguishes the two present models of accountability--1) the "proof-of-results" model and 2) the consumer choice model--and claims that, if the public schools cannot prove that they are upgrading the education at reasonable cost, then alternative options will begin to develop to give the individual family the choice of where to send their children to school.

Long, Carroll A., and Rose, B. Keith. "Community Involvement in Educational Accountability." Phi Delta Kappan 54, No. 2 (1972) inner cover.

The authors describe the model program devised by Phi Delta Kappan's Commission on Educational Planning, which involves community members, teachers, administrators, and students in a goal-setting workshop. The goals of the program, "Educational Goals and Objectives: A Model Program for Community and Professional Involvement," include setting priorities, increasing community participation and communication, improving program planning, and involving many groups in educational assessment.

Mann, Dale. "A Principal's Handbook for Shared Control in Urban Neighborhood Schools." Unpublished paper, Teachers College, Columbia University, May, 1973.

This paper is a "how-to" guide for the urban principal interested in increasing the amount of parent participation and control in the school. Mann emphasizes the concept of "shared control" between professionals and citizens and contends that such shared power will lead to such beneficial goals as improved educational achievement, increased institutional responsiveness, and increased neighborhood support of the school.

Mann's central proposal is for the creation of neighborhood boards or groups that participate in the educational decision-making process. Controversial questions concerning the composition and selection of the groups, the areas and amount of control exercised, the organization of the group, and professional-lay relations are treated, but not resolved by the author. The other controversial issue discussed is the problem of conflict in such shared control situations; however, the author believes that a well-organized and responsible citizen group will eventually reduce problems and improve the educational quality of the school.

McCall, T.D. "Urban Neighborhood Influences on High School Administration." School and Society 99 (1971) 172-74.

The author denounces the current nebulous, ill-defined relationship between the educational administrator, the educational polity, and the community. He examines the theoretical confusion surrounding dealings between the educator and the public which have been put forth, and discusses enounced philosophies which might help define guidelines.

McCloskey, Gordon. Education and Public Understanding. New York: Harper & Row, 1967.

Directed toward school administrators, this book presents the case for increased accurate and extensive communication between the parties involved in education, the administrators, teachers, and parents. The perspective is that knowledge provides a better basis for action (including citizen participation) than ignorance and that increased understanding facilitates educational improvements. Public understanding of the educational system is encouraged and examined on the many levels. One chpater presents a detailed analysis of a plan for "citizen councils" as the primary channel of citizen participation. The citizen's right to know is a basic premise for the discussion of citizen participation.

McPherson, R. Bruce. "Administrators and the Inner-City Increase of Power." School Review 78, No. 1 (1969) 105-13.

The former Associate Superintendent of the School District of Philadelphia begins his discussion of community-professional relations with the claim that power is not finite or shared, but rather that the development of the community will create more power for all participants in the governance of local schools. McPherson argues for greater receptivity and leadership on the part of school administrators to include the community in policy and school affairs, because the lack of community involvement to date include both the reluctance and lack of initiatives of administrators and the difficulty of effective community leadership. Established community organizations and local universities must reduce their influence and encourage real community participation on a wide scale.

Osview, Leon. Emerging Practices in School Administration. New York: Metropolitan School Study Council and Cooperative Program in Educational Administration, 1953.

In the 1950-51 school year the New York Metropolitan School Study Council sponsored a project of intervisitation of administrative teams in order to foster the exchange of ideas and determine the changing character of the district superintendent's job. This project developed its own life force and evolved into an organized process for identifying administrative innovations. Eventually, over 1600 cards were compiled, each listing an innovation or idea on school management. Mr. Osview has selected 97 of those cards, each representing a promising way to accomplish a particular administrative objective, and lists them methodically and succinctly. Part 1, "School and Community," contains 34 valuable suggestions, nearly all of them useful and provocative.

Reller, Theodore L. "We Have Been Learning How to Co-operate." In Citizen

Cooperation for Better Public Schools, Fifty-Third Yearbook of the National Society for the Study of Education. Chicago: University of Chicago Press, 1954.

This article briefly outlines the increasing role that parents and laymen have played in the educational system. Reller discusses the historical progression from the town meetings of the eighteenth century, the unwieldy school boards of the nineteenth century, the origins and development of voluntary public education associations and citizens' commissions, to the National Congress of Mothers and the P.T.A. Emphasis is placed on continuing cooperation and citizen involvement in order to ensure progress and innovation in public education.

Rope, Frederick T. Opinion Conflict and School Support. New York: Bureau of Publications, Teachers College, Columbia University, 1941.

Rope's book, while not concerned with citizen participation per se, discusses a phenomenon (public opinion) that is inextricably linked to popular participation and attempts to relate that phenomenon empirically to education. The book is a scholarly tome that is both thoughtful and provocative in its thorough analysis of the perceived and actual role of public opinion in education and how to go about gauging that role. It is not recommended for the layman interested in a project entailing citizen participation, but rather for the individual concerned with the philosophical considerations surrounding public opinion's relationship to education or the pollster desirous of quantifying that relationship.

Chapter 1 examines the intrinsic nature of public opinion and demonstrates, via the inclusion of a widely diverse set of examples, the potential and actual effect of that phenomenon on education. Chapter 2 examines extensively educational research methods in education, with emphasis on polling. Chapter 3 delves into the actual conduction of a survey undertaken by the author in Pittsburgh, and chapter 4 presents the results of that poll. Finally, chapter 5 considers why public opinion can and should be a valuable force in education.

The work also contains an exhaustive bibliography of printed material on the subject of public opinion compiled prior to 1941. This list will be a welcome asset to the serious scholar or historian.

Sievert, W. A. "Ombudsmen at Work in Dayton." Saturday Review of Education, March 1973, p. 53.

The article discusses an intriguing organization--the Center for the Study of Student Citizenship, Rights, and Responsibilities--established in Dayton, Ohio, in 1972 under an OEO grant. The organization attempts to provide redress for those students who feel their rights have been violated, plans conferences with parents, issues publications on student rights, and encourages the formation of student boards of inquiry.

Sperry, Len. "Community Control: A Proposal." Elementary School Journal 73, No. 3 (1972) 143-47.

Sperry sets up a model of how a social system works; within that, he

proposes, evaluation of the educational orientation of a community must occur before specific discussions can take place on subject matter, courses and staffing problems.

Spiess, John A. Community Power Study Applications to Educational Administration and Supervision. Toledo: University of Ohio, Dept. of Educational Administration and Supervision, 1971.

This report discusses theories about and studies of the relationship between school districts and community power structures. It offers practical techniques for decision makers to use in dealing with such power structures. Various participants and influentials in the community power structure are identified and discussed. Two major power typologies are presented: 1) the sociology-based or reputational, which is representative of those who view a community power structure as pyramidal in shape with only a few elite at the top; and 2) the issue analysis, which is often representative of the view of political scientists, who argue that power and influence patterns often change from issue to issue since people are more inclined to become involved in issues that interest them individually. The author suggests that, while most studies support the reputational point of view as being most useful, educational administrators, by assigning greater emphasis to issue analysis, would fare better in dealing with power structures.

Sumption, Merle R., and Engstrom, Yvonne. School-Community Relations: A New Approach. New York: McGraw-Hill, 1966.

The authors believe that the modern American community is in a continuous state of transition and that the schools will help determine the nature of its evolution. To maintain a good relationship between the two, four principles are essential: 1) the recognition of the school as a public enterprise, 2) the structured, systematic, and active participation of citizens in educational planning, 3) the existence of an effective two-way system of communications between the schools and the community, and 4) recognition that the schools must assume the responsibility of seeking out and teaching the truth. The book examines these four principles and analyzes to what degree they are currently true and how they might be further implemented. Highly pertinent to citizen participation, the chapter headings include "How the Community Participates," "The Citizen Advisory Committees," and "Communications between School and Community." The work is more on a theoretical than on a practical level, although it does incorporate elements of both.

Vidich, Arthur J. and Bensman, Joseph. "The Clash of Class Interests." In Governing Education, Alan Rosenthal, ed. Garden City, New York: Doubleday, 1969.

This selection illuminates the nature of relationships between informal community leaders and a professional educator. The selection is derived from the authors's work, Small Town in Mass Society, a well-known study of community life in Springdale, New York. This small community is politically dominated by a few individuals comprising an informal power

structure. The authors find that the school board, in this case a vital force in community life, generally accords with the dominant few individuals (termed an "invisible government"). The school principal, an outsider brought into the community for his expertise, must deal with the board and the invisible government, and his approach is examined in an informative and interesting fashion.

Wass, Hannelore. "Educational Accountability Here and Abroad." Educational Leadership 29 (1972) 618-20.

This article deals with the problem of accountability and compares the demands for increasing "industrialization" (more input, better educational product, meeting standards set by agencies outside education) of American education with the increasingly humanistic orientation of other Western countries.

Werner, R. O. "Educational Tyranny and the Ombudsman." School and Society 95 (1967) 391-92.

Werner suggests the adoption of an ombudsman system to protect all individuals connected with the schools from the occasional arbitrary and capricious tyranny inherent in any hierarchy. He specifically cites the vulnerability of teachers to an administrative system which often selects its own participants in a faulty fashion and the lack of recourse of students who feel they have been wronged by individual faculty members.

Wilder, David E. and others. Actual and Perceived Consensus on Educational Goals Between School and Community. Final Report. Vol. 1 and 2. New York: Bureau of Applied Social Research, Columbia University, 1968. Available through ERIC, EDO 0923939 24, AA 000320. Microfiche, $.65; hard copy, $23.03. (Annotation supplied by ERIC.)

Based on interviewresponse data collected in 1965 in 11 representative New Jersey communities, a social integration study sought to determine the extent of consensus regarding educational goals as perceived by parents, teachers, and students. Communities were selected to permit comparisons with respect to size, relative isolation, growth rate, socioeconomic composition, and racial composition. Respondents included 1,392 mothers (83%) of two first grade and two fifth grade classes in each elementary school and of two 10th grade English classes in each high school, 518 students (97%) of the 10th grade English classes, principals of all 20 subject schools, and 283 teachers (99%) of all first through sixth grades and of all high school English classes. Extensive findings, primarily in the form of percentages, are discussed in the following major sections: 1) the goals of education: preferences and perceptions of mothers, teachers, and students; 2) teaching styles: professional role definitions and the preferences and perceptions of mothers and students; 3) the extent and consequence of observability in school systems; 4) socialization, achievement, and alienation from the school; 5) mother-child consensus on educational plans; and 6) role strain, alienation, and deviant behavior among high school students. Copies of survey instruments are appended.

Wynne, Edward. "From Information to Reformation." In New Models for American Education, James W. Guthrie and Edward Wynne, eds. Englewood Cliffs, New Jersey: Prentice-Hall, 1971.

The movement for "accountability" in education has grown tremendously in recent years, and Wynne's article reflects some of the best thinking on the issue. The lack of a realistic or adequate feedback system for school performance has hindered development of new roles for both devoted teachers and citizens. The push for such assessment programs must come from the lay community, because administrators have traditionally been hostile and defensive in dealing with the idea of public data on their schools' performance records.

Wynne calls for an "output measure" system of evaluation that would adequately determine the productivity and results of school programs and personnel; however, such evaluation efforts must be in a context of "community-designed testing programs" in which the local community decides on the educational results and objectives to be assessed. Such feedback programs would provide many benefits such as the revival of local school boards with real power, new coalitions of interested citizens with real information with which to work, and new incentives for innovation, variety, and new personnel in the schools themselves. Only if the public is provided with real information can it have a valid and powerful input into educational policy and programming.

Wynne, Edward. The Politics of School Accountability. Berkeley, Calif.: McCutcheon Publishing Corp., 1972.

This excellent historical and conceptual work on school accountability, past, present, and future, examines accountability in a historical and interdisciplinary light, defining the concept as a set of arrangements that provides the public and school officials with accurate information about their school's performance. Such information is a crucial element in school change.

The authors examine the conflict and interaction that must arise among a large case of participants if progress toward successful accountability is to occur. They analyze and in some cases forecast the following aspects of accountability: 1) past, current, and probable future trends in output measurement; 2) the history of various efforts to develop accurate, precise feedback; 3) results and significance of past research; 4) the actual public impact on public school policy making, including several significant historical cases (the common school movement of the early nineteenth century, the progressive education movement between 1895 and 1940, the post-Sputnik curriculum reforms of 1955-65, and school desegregation and compensatory education programs); 5) an historical survey of accountability in business practice; 6) the public's view of the role schools should play; 7) an analysis of other nationwide accountability movements; and 8) predictions, recommendations, and a checklist of steps to promote school accountability.

The appendices contain some illuminating case studies and commentary on educational research. Also included are several valuable lists of references.

See also Section 4 for

La Noue, George R. "Henry and Kerwin and Politics and Educational Policy."

Sullivan, Neil V. "How Did We Lose the Wheel?"

Yevish, Irving. "Decentralization, Discipline, and the Disadvantaged Teacher."

See also Section 5 for

Bourgeois, A. Donald. "Community Control and Urban Conflict."

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Osview, Leon. "When Citizens Participate."

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Section 8: GUIDES FOR CITIZENS

Cave, Ronald G. Partnership for Change: Parents and Schools. London: Ward Lock Educational, 1970.

While this work is concerned with the British school system, many of the situations considered closely parallel American ones. The author is an ardent proponent of parent participation in education. Using the growth of compulsory education in Britain as a framework (a growth which he narrates in historical detail in the first chapter), Mr. Cave, an educator in England, outlines the reasons for increased parental involvement. He discusses how the task of education has become so complex that it is no longer encompassed within the context of the school. He lists and analyzes recent trends in education, including the movement toward citizen participation. He cites concrete examples of what parents have done to help in the schools and suggests what else can be done. He explains to teachers why it is in their interest to enlist the help of parents and recommends various ways to involve recalcitrant parents in school activities.

The book is not a complicated, scholarly work; rather it is an operative manual designed for both parents and school officials. Of course the work is most useful to those concerned with citizen participation in Great Britain, but the advice offered seems almost equally applicable to many American communities, if one makes allowance for certain differences, such as racial complications, between the two societies. An added value of the work is the chronological outline it follows, suggesting what both the schools and parents can do at each age to further the development and education of the child. This continues all the way to the career advisory functions when the child leaves secondary school.

Hamlin, H. M. "Lay People and Professional Educators." Illinois Education 44 (1956) 172-75.

The author advocates the establishment and development of citizens' committees, envisaged as policy-making units designed to establish broad guidelines which are subsequently to be executed by professional educators. The article contains a list of policy areas to be considered and of ideal characteristics of the guidelines. Also included is a set of qualifications describing the best educator, all in a context of an appeal for increased citizen-educator cooperation.

Hines, V. A., and Curran, R. L. "School and Community Forces." Review of Educational Research 25 (1955) 48-60.

The aspects of this article which might be most helpful are those on the type of power structure and degree of formality of organization in relation to effectiveness of a citizen group. References are given.

Kozol, Jonathan. Free Schools. Boston: Houghton Mifflin Co., 1972.

Parents who start their own schools demonstrate one form of citizen participation in education. Mr. Kozol, a well-known education critic, presents a deromanticized, very helpful primer for such parents or for

teachers and others interested in alternatives to the public schools. He includes many practical suggestions about teaching, selecting staff, decision making, raising money, setting objectives, and keeping these schools going, and recommends readings, as well as people and organizations, that can offer information and assistance.

Lurie, Ellen. How to Change the Schools. New York: Random House, Inc., 1970.

A product of Ms. Lurie's fifteen years of experience in tangling with "the system," this book is aptly described by its subtitle, "A Parent's Action Handbook on How to Fight the System." She has five children in the New York City public schools and her emphasis on hard-hitting, practical ideas is derived from her conviction that the schools are not good enough for her, or anyone else's children. Information is included on how the school system functions (and what is wrong with how it functions) in the following areas:

1. How to make a school visit
2. The curriculum
3. Compensatory education and curriculum reform
4. Hiring, improving, and firing the staff
5. Reporting to parents
6. The cumulative record card
7. Student suspensions and student rights
8. Public hearings
9. Parents' rights
10. Organizing against the system.

At the end of each chapter, an "action checklist for parents" is supplied. These lists contain specific suggestions on topics ranging from "what to do if your child is suspended" to "how to prepare for a public hearing."

Ms. Lurie judges the need for united community action to be of paramount importance. Parents are urged to fight for the rights of themselves and their children, beginning with a specific problem which requires attention within their community. While How to Change the Schools is particularly valuable for parents in the New York City school system, the tactics which are suggested would prove helpful to any parent or community group interested in causing change. This is the best available "manual" for parents interested in school reform.

"Organizing the Home-School Council." Catholic School Journal 59 (1959) 23-41.

This article is a manual on how to organize home-school councils to promote understanding between these two entities in the child's life. Written by a guidance group from a Marygrove College in Michigan, who apparently have had previous experience in establishing such units, the article has a list of suggestions both for an introductory letter and for the procedure to be followed in the first four meetings.

"Parent Power and Title I ESEA." New York: National Urban League, Inc., 1971. Available from National Urban League, 55 E. 52nd Street, New York, New York 10022, $.30.

This pamphlet is designed to inform the parents of disadvantaged elementary and secondary school students of the provisions of ESEA Title I, and of the possible abuses of Title I funds which might otherwise be allocated to the direct improvement of their children's education. Its contents include: parents' guide to ESEA Title I: what it is and what it means to you; the best uses of Title I; parent power and Title I--the power role that parents must play in respect to Title I, and why; strengths within the law; the requirement and nature of advisory committees in Title I schools--questions that need answers; common abuses of Title I; the importance of advisory committees; monitoring Title I--questions that need answers; how to file a complaint; and, Title I information resources. (Annotation prepared by ERIC.)

Pond, Millard Z., and Wakefield, Howard. Citizens Survey Their School Needs. Columbus, Ohio: College of Education, The Ohio State University, 1954.

This monograph, published by the Ohio Center of the Cooperative Program in Educational Administration, seeks to answer concretely questions regarding citizen participation in education (Are citizen advisory councils effective? Can citizens and professionals work together? What concerns should fall under the citizens' jurisdiction?) and counteract the confusion enveloping this field. To these ends the Ohio CPEA Center assigned a staff member to work in a community where systematic efforts were made to integrate lay and professional participation in planning school improvement. Part 1 of the monograph is the story of those efforts: it tells how a group of citizens, assisted by the Center's staff member, surveyed their schools and recommended improvements. In Part 2 the citizens' output is analyzed. In all, citizens of three school districts were involved.

The first part of the book is told in the form of an impartial historical narrative, while the second is an empirical analysis. The work is instructive and illuminating and could feasibly serve as a brief manual on citizen participation.

Postman, Neil, and Weingartner, Charles. The Soft Revolution. New York: Delacorte Press, 1971.

In the introduction, the authors make it quite clear that The Soft Revolution was written for students between fifteen and twenty-five years of age. This is not to imply that no one else can read it, but simply that the ideas and language are directed toward students. The book is a how-to manual for those who are trying to accomplish (or simply are interested in) "the renewal and reconstruction of educational institutions without the use of violence." There is an emphasis on the "judo approach" as one which is likely to induce change without antagonizing those with power and a stake in the status quo. As a collage of ideas, attempts to produce change, philosophy, jokes, rules, etc., The Soft Revolution is included in this bibliography because it might be of

interest to individuals who are attempting to reform educational institutions through peaceful means.

Thomas, Maurice J. Improving Public Education Through Citizen Participation. Pittsburgh: University of Pittsburgh Press, 1954.

The first part of this manual, for use by lay committees interested in school improvement, was prepared for purposes of orientation and stimulation. It discusses, therefore, the hows and whys of citizen participation on a somewhat theoretical level. The second part contains a checklist with five sections: 1) "The Curriculum of the School System," 2) "The Personnel of the School System," 3) "The Organization, Administration, and Finance Programs," 4)"The Public School Plant," and 5) "The Maintenance Program." Each section details how the interested citizen can go about learning about his community's school and evaluating it in comparison to other schools.

The manual was designed to show the strengths and weaknesses of the local school and suggest what can be done to maintain and enhance the former and eliminate the latter. It is a step-by-step, highly practical, and methodical guide to citizen action vis-a-vis the schools. Included are blanks where the reader can catalogue his impressions as he goes about his inquiry as to the neighborhood school. Even though it is dated, it is still useful.

"Title I in Your Community." New York: NAACP Legal Defense and Educational Fund, Inc., 1971. Available through NAACP, 10 Columbus Circle, New York, New York 10019, $1.50, or through ERIC, EDO 57139, UDO 11934, Microfische $.65; hard copy, $3.29.

This document is part of a kit entitled Title I in your community, which has been redesigned to include new information about Title I and to disseminate the experiences of parent groups who have been working on Title I problems. This kit includes sample forms which can be used by parent and community groups to monitor the use of Title I funds. The contents of this document include: 1) How Title I works; 2) Federal guidelines and criteria; money for poor children, not general aid, use of funds to supplant, the comparability rule, construction and equipment, failure to meet the needs of educationally disadvantaged children, supportive services, and private schools; 3) Title I in a unitary school system; 4) Your right to public information; 5) Analyzing information, interviewing officials, and visiting schools; 6) Parent councils; 7) Community action; and, 8) Compensatory education and other Federal programs. Appendix A lists the names, phone numbers, and jurisdictions of Federal and State officials involved with Title I. Appendix B is a partial list of people and organizations that may be of help on Title I and related issues, with address and phone number specified. (Annotation prepared by ERIC.)

See also Section 2 for

Hunt, Gerard J. A Guide for the Formation and Effective Functioning of Citizen Health and Mental Health Advisory Groups.

See also Section 5 for

Etting, Everett E. "The Board and Parent Participation."

Section 9: BIBLIOGRAPHIES

"Bibliography on the Community School." Journal of Educational Sociology 33 (1959) 198-200.

This is a useful earlier bibliography.

Bibliography on School Decentralization and Community Control. New York: Institute for Community Studies, Queens College, 1970.

This is one of the most useful recent bibliographies. It includes an array of references relating to the New York City controversies over decentralization in the later 1960s along with other relevant material.

Duisin, Xenia W. Decentralization in Urban Government: An Annotated Bibliography, Monticello, Illinois, 1971.

The focus of this bibliography is not education, and it consequently encompasses situations of local decision making and control over resources that are only indirectly related to education. But citizen participation and community control are sufficiently homogeneous concepts as to their different applications to cast an illuminating light upon each other. The bibliography contains annotated reviews of seventy-six works in this field.

Jackson, Kathleen O. "Annotated Bibliography on School-Community Relations." ERIC Clearinghouse on Educational Administration. University of Oregon, Eugene. Available from ERIC, EDO 30220. EA 002396. Microfiche, $.65; hard copy $3.29.

This annotated bibliography of school-community relations literature includes 79 citations subdivided into the following four categories: 1) General discussions of school-community relations, 2) school politics and community power structure, 3) schools and public relations, and 4) schools and urban problems. Citations of journal articles, books, pamphlets, dissertations, and research reports cover the years 1964 to the present. Material was selected on the basis of its general coverage and applicability, and its relevance to elementary and secondary levels of education. (Annotation prepared by ERIC.)

May, Judith V. Citizen Participation: A Review of the Literature, Monticello, Illinois, 1971.

May's article is not actually a bibliography (although an extensive bibliography is included), but rather a synopsis of the central themes of a large body of literature on citizen participation. While the review itself is primarily concerned with the theories of participation and with empirical patterns it might follow, the bibliography will prove useful to both theorists and participants.

Melrose, Margot. "A Bibliography on Decentralization." Milwaukee: University of Wisconsin, Institute of Governmental Affairs, 1970.

This annotated bibliography was compiled as a library research project at the University of Wisconsin at Milwaukee. Part 1 of the listing deals with decentralization as a structural feature of the local political system. Part 2 examines the process of local citizen participation. Part 3 and 4 focus on community control in the decentralization of education and the formation of community corporations.

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